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# THE AMERICAN School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

***In This Issue:***

★ Civic Education for Young Adults—*Kempfer*

★ Legal, Illegal, and Extra-Legal Degrees of Fiscal Dependence—*Bolmeier*

★ Who Made That *A* in Science?—*Harrington*

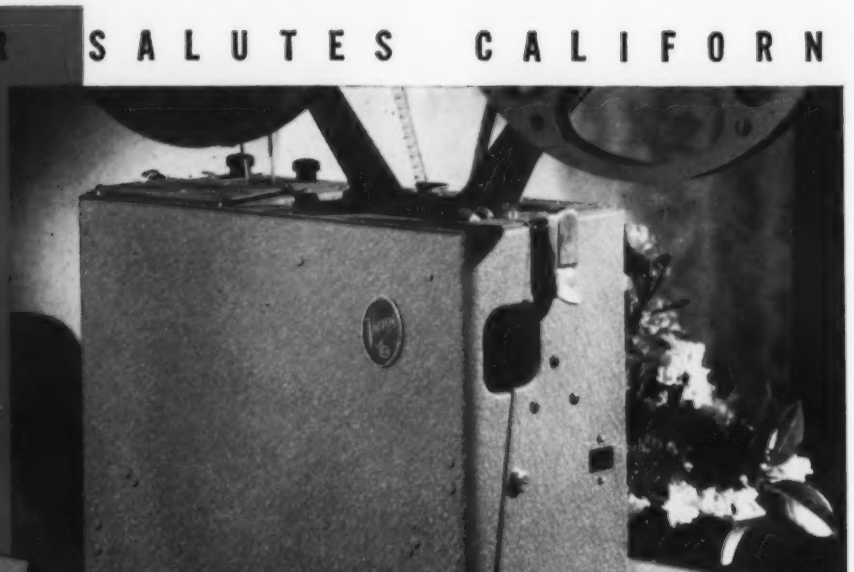
★ Seattle's Transportable Schools—*Huggard*

★ School Budgets Need Improvement—*Kline*



VOLUME 119, NUMBER 2 AUGUST, 1949

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# School Board Journal

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The contents of this issue are listed in the "Education Index."



## *Untroubled Slumber*

There is significance in the expression "The sleep of the just." This would seem to indicate that sleep is a matter of conscience. Worry or lack of worry, however, is probably a more important factor. This is illustrated by the interview between farmer Brown and the farm hand in anticipation of employment.

"If you please, sire, I know how to sleep on a windy night."

"Well, that's no great recommendation," said farmer Brown, "most men can do that only too well."

The significance of the farm hand's recommendation of himself was not fully apparent to farmer Brown until awakened one night by a terrific wind. It howled its destructive sound as if intent upon much damage to farmer Brown's property. He knew that wind. It had formerly wrenched off doors, scattered hay and grain, and bowled over the smaller buildings. Farmer Brown rushed out into the night to inspect the damages but to his amazement found stable doors safely fastened, stacks well roped and pegged, and the coops firm. The farm hand had done every detail of his job well. He could sleep when the wind blew.

This same philosophy should apply in obtaining professional services and in the procurement of materials, equipment, and supplies in all areas of school operation. The selection of professional services on the basis of qualifications for the job and product procurement from producers and distributors experienced and specializing in servicing school interests will bring untroubled slumber to school administrators during the 1949–50 school year.

For dependable product information and services refer to the advertising in the AMERICAN SCHOOL BOARD JOURNAL and then make use of the inquiry form on page 71.

JOHN J. KRILL




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THE AMERICAN
# School Board Journal

Volume 119, No. 2 AUGUST, 1949 Subscription, $3.00 the Year

An Important Group—

# Civic Education for Young Adults

*Homer Kempfer**

Communists are doing it! Hitler did it! But we aren't doing much in any organized way to anchor the allegiance of our young adults to the bedrock principles of our American way of life.

True, our youngsters are born into a democratic atmosphere. Our children grow up in a relatively free environment and never know many of the restrictions, the rigidities, and the taboos of antidemocratic cultures. Our public schools especially are a great democratizing influence. Some observers, looking at the informal associations and organized life of the secondary school, say that it is the most democratic influence of all. Public schools have always recognized as a major function their obligation to assist in the perpetuation of the State; in recent years interest in citizenship instruction has increased at both the school and college levels. Nonetheless, there remains a glaring gap in civic education between the school years and the years of middle life.

Many do not realize the situation but here are some facts.

Two to two and a half million youth drop out or graduate from our schools each year and move toward the responsibilities of full citizenship. Civic instruction in schools sometimes has been academic especially with regard to the local community. Textbooks in government, social problems, economics, and related fields written for national sale must almost necessarily be general in treatment of local problems. Often the structure and operation of local government become specific only when a teacher tailor-makes instructional materials and involves the pupils in the study of the local community. With the heavy teaching loads in recent years, many teachers have had too little time to do this. The result

*Specialist for General Adult and Post-High School Education, Office of Education, FSA, Washington, D. C.



**At a New York State Conference on Public Affairs and Citizenship young adults produced their own audio aids. The recordings will be used in the conference session on Leadership Training.**

is that many youth leave school with a reasonably adequate grasp of the theory underlying American democracy and a normal amount of factual information but sometimes too little understanding of its operation at the local level. While there is considerable relationship between the civic information possessed and a civic competence,[1] the various degrees of participation in student government and other school organizations often do as much to inculcate usable democratic skills as does the systematic instruction.

### An Educational Vacuum

School life, however, is not adult life. From the relatively well-organized curricular and extracurricular activities of the secondary school, most young people drop into an educational vacuum. Except in fortuitous ways, most of them lose contact with any organized involvement in activities that could lead to further growth in civic competence. Both national and local studies show that young adults participate less in our civic, political, and community life than do members of middle-age and older groups. A smaller per cent of young people below age 30 register and vote than of any other age group. For some reason their civic education does not take hold as it should. Yet, from the standpoint of years of life ahead, they have most to gain from the development of sound social and political policy.

Likewise, few young people below age 30 play any major role in community organizations. Usually during the young adult years only 10 to 15 per cent of them — occasionally 25 per cent — participate in formally organized groups. Church groups, Junior Chambers of Commerce, 4-H clubs, and other organizations often serve important needs of young people, but in the typical community they usually involve only a minority. Most of these groups have predominantly social and recreational purposes and are concerned only incidentally with governmental matters. For most young people out of school, stimulation for further growth along citizenship lines comes almost entirely from incidental individual contacts and the mass media.

It is commonly observed that most established community groups are run by middle-aged and older folks who have acquired the skills and have the time to assume leadership. While many groups are eager to have young people join, even interested and competent younger members often find that it takes considerable time to become integrated into an older group. Because of these influences and others, most young people usually do not start extensive participation in the usual range of community organizations until they have been out of school 10 to 20 years.

Other political systems in recent times have not neglected this age group. So far we have gotten along fairly well trusting in the efficacy of our school system even though there is recurring alarm over subversive groups capturing the idealism of youth on college campuses. In these times of conflicting ideologies we run a risk in leaving a civic education vacuum in the post-school years. Few would claim that the typical high school graduate is politically mature and sufficiently sophisticated to give our democracy its best possible undergirding. These young people, through properly conceived programs of civic education, can be inducted into a fuller and earlier participation in our community life. An educational program focused around the coming-of-age years can capitalize on the normal energy and idealism of this group and build their interest in the future into a great bulwark of American democracy.

The public schools in a number of communities and a few states are beginning to recognize the major elements in this situation and are beginning to do something constructive about it.

### Young Adult Councils

The New York State Education Department began back in the late 1930's to pioneer in civic education with this post-school group. A staff within the Bureau of Adult Education now services scores of young adult councils throughout the state. These councils bearing various names are associated together in a New York State Community Service Council as a vehicle for carrying forward certain state-wide projects. The aims of the councils are:

1. To maintain and stimulate the interest of young adults in civic affairs until they find their place in the community
2. To arouse in young people an awareness of the need to assume civic responsibility to urge them into active participation
3. To awaken communities to a consciousness of the value of the willingness and capabilities of young adults
4. To train for community leadership
5. To keep ever in the minds of young adults the fact that we live in a progressive democracy and that the individual must fit himself to live and further each progression

Local councils stimulate the voluntary services of young adults and strive to establish a dignified partnership of the older and younger adults in carrying on constructive and creative projects concerned with the social, political, and cultural life of their communities. A fundamental principle of all council activities is that the strength of a democracy depends on the amount of responsibility individuals are willing to assume and how active and intelligent a part they take in making the machinery of government operate for the common good. Councils are nonpolitical, nonsectarian, nonpartisan, noninstitutional, and attempt to consist of a representative cross section of the young adults of the communities.

Local councils usually operate under the auspices of the local school board. Their activities, however, are not prescribed by the school. A school-assigned counselor acts as adviser to the group without dominating it. In most communites advisory committees of sympathetic older adults remain on a standby basis and are called upon whenever the younger folk feel the need for help. The young adult councils select their own projects and develop their own leadership. Staff members from the state education department serve primarily by conferring with local counselors and by helping the young adults define their problems and work out procedures for their solution.

### Varied Projects

A review of projects reveals a wide range of interests. Leadership, support, and man power in improving recreational facilities both for their own age group and younger groups is an oft-recurring story. In one community of 5000 the young adult Social and Civic League took the initiative in bringing together 30 organizations to consider a proper war memorial. A community library instead of a swimming pool is the outcome. Young adults were instrumental in inducing outside industries to come to one rural village of 1200.

Straight public affairs education is common. "Youth Wants to Know," a weekly radio public service program now in its fourth year over a major station, brings a wide variety of current problems and authorities to a wide audience. The series is planned, prepared, and conducted by young adults in teamwork with older folk. A "Youth and Government" discussion series in a community of 100,000 for three years has been bringing local, county, and state leaders in government to dinner meetings to consider current public problems. High school seniors are guests at these meetings.

In a community of 19,000 young adults co-operated with the research staff of a national magazine in a survey of 262 local organizations to determine the need for a civic center and war memorial. As an outgrowth the City Planning Commission is now acting on recommendations to build a combined civic center and high school.

Projects involving public opinion polling have been conducted in three New York communities. One provides the basis for planning more adequate municipal parking facilities; another revealed the knowledge of the typical citizen concerning the structure and operation of local government.

One counselor writes about the activities of young adults in village government: "They have outlined an ambitious program in village administration and are meeting with marked success. The new blood has insisted on a competent audit; they secured new street signs; they're presently putting a roof on the bandstand; they've provided a noon hour traffic cop; they've made certain pertinent and needed recommendations to the fire company; they've secured better

[1]Gates, John Wesley, *The Civic Competence of High School Seniors* (Chicago: The University of Chicago, Department of Education), 1945.



street lighting and better parking rule observance. One of their big projects at present is the improvement of the village water supply." While the taking over of local government is not a cardinal objective of the young adult programs, activity in this field illustrates one of the many ways in which young people can participate in civic life— and thereby learn.

Last summer as a state-wide project six young people from four New York communities went to live as "community ambassadors" with European families for six weeks. A report of experience gained through this co-operative project is available in a new pamphlet, "The Community Project in International Understanding," from the New York State Education Department.

The New York development shows much promise. The methods used in civic education are ones which work. A systematic review and evaluation shows that sizable numbers of young adults are being integrated into established community organizations. Young leadership has an opportunity to develop first among peers. Analysis of activities shows that democratic processes in planning and decision-making are widely used; they develop further from the high school stage instead of falling into disuse. No pattern is laid down from above; young people develop their own plans and work out their own solutions. They can live in their home communities and follow their normal occupations. Activities and projects develop in their natural setting. Neither the underlying philosophy nor the practice of it have any of the earmarks of European "youth movements." It is peculiarly an American way of providing civic education for the post-school years.

### New Voter Preparation

In Wisconsin civic education for young adults has taken the form of a new voter preparation program for each year's crop of 21-year-olds. Over ten years ago Professor R. J. Colbert of the University of Wisconsin began working with local school authorities and community leaders in an effort to acquaint new voters with their government and show them how to help run it. This program of young adult citizenship training is:

1. Based on and emphasizes the county and local governments

2. Sponsored and carried out through the leadership of public school authorities. The county superintendent of schools is made responsible by law for organizing citizenship training programs.

3. Developed and staged through community organization and co-operation including participation of every agency and organization which claims to have a civic education purpose

4. Planned with two purposes: (*a*) to reach and instruct the native-born new voters and (*b*) to give all citizens an opportunity to think together and become more intensely interested in governmental affairs

The educational activities include discussion groups, the analysis of local governmental structure and operation, the preparation of new voters' manuals by the young people, county conventions, mass meetings, get-acquainted sessions with officials, and similar activities. The program is organized along political boundary lines although it is not political, partisan, or sectarian. Many of the discussion leaders come from community organizations and work under the general supervision of the schools with the assistance of lay committees. Training of local leaders often is provided through the University Extension Division. Activities each year culminate in Citizenship Day which in recent years has coincided with the national I-Am-An-American Day.

The Wisconsin idea got its first trial in Manitowoc County and soon spread widely over the state. When the war took away most of the young men, the program was suspended in some communities. Probably the biggest program last year was held in Dane County in which over 2000 new voter certificates were distributed. The Wisconsin idea has much merit; elements of it have been adopted or adapted by national organizations, other university extension divisions, and school systems in other states.

Churches, junior colleges, labor unions, universities, veterans' associations, and many other public and private organizations have an interest and are more or less active in this field. Their activity, however, cannot relieve the schools of responsibility. In a recent survey of over 3300 of the larger communities of the United States, public schools in approximately 220 districts claimed to have educational programs and special activities for the young adult age groups. A sampling of them, however, revealed that the majority of these programs were not concerned primarily with civic education.

From time immemorial cultures which have survived have taken pains to see that the young have been properly inducted into the accepted values and practices of the older group. Our communities do this job reasonably well up to a point. The public schools have been assigned major responsibility for this important work. Undoubtedly they do a great deal while our youth are enrolled, but neither the community nor the school does much for most young people as they enter upon the years of full civic responsibility. Psychologists tell us that education is a lifelong process. Surely, then, communities through close co-operation with the schools must give more attention to education and participation in civic affairs by its young adult members.

## OUR CHILDREN AND THE NATION

It is not merely for the day, but for all time to come that we should perpetuate for our children's children that great and free government which we have enjoyed all our lives. I beg you to remember this not merely for my sake but for yours.

I happen temporarily to occupy this big White House. I am a living witness that any one of your children may look to come here as my father's child has.

It is in order that each of you may have through this free government which we have enjoyed, an open field and a fair chance for your industry, enterprise and intelligence; that you may have equal privileges in the race of life with all its desirable human aspirations; that we may not lose our birthrights — it is for this that the struggle should be maintained. The nation is worth fighting for to secure such an inestimable goal. — *Abraham Lincoln.*

# Supervising Exceptional Teachers

*Neale R. Hamilton* [1]

School bells ring! A good teacher helps a youngster to grow and develop in skills and attitudes. A weak teacher continues a practice which makes a youngster's development and adjustment more difficult, more uncertain. Day after day, teachers are continually challenged to provide for the individual differences of their pupils, especially the outstanding, the slow, the difficult.

In the same way, too, supervisors must meet the challenge of individual differences and varying abilities among teachers, for the ability of teachers, as in any group of people, will range from superior to weak. Thus, every supervisor faces the problem of the able leadership of exceptional teachers . . . those at the top and those at the bottom.

### The Superior Teacher

Many supervisors feel that teachers who do not cause them trouble, who complete their reports on time, and whose pupils stand high on standard tests are good teachers. Parents are usually pleased when their children receive good marks, for to them good marks mean good teachers; poor marks, poor teachers. Children themselves seem to prefer teachers who are understanding, co-operative, patient, fair, and just.

It is not the purpose here to set up criteria for judging a good teacher. Supervisors know they have them. Supervisors are sure they can tell them. Most supervisors will probably agree that superior teachers have the characteristics already mentioned, as well as additional ones which are less tangible.

Since superior teachers have superior characteristics and are doing a superior job, supervising the superior teacher presents a stimulating challenge and tests the democratic practices in the school setup.

When supervisors are sincerely self-appraising, they frequently realize that teachers are often more expert in some areas in the classroom than they. This will be especially true of superior teachers. For a majority of them, the supervisory routine of observation, note taking, and follow-up discussion of notes may be unproductive and perhaps even a waste of time. Below are listed, however, some practical and democratic devices by which a supervisor can stimulate growth, which is after all the truly professional view of supervision.

1. Arrange for the superior teachers to give demonstration lessons.
2. Let them take charge of committee work, such as, curriculum revision or development of courses of study.
3. Give them responsibility for some organization or administrative duty, such as, scheduling, student government, assembly programs, visual aids, rules and regulations.
4. Have them investigate and report on school-community problems.
5. Permit them to participate in or lead teachers' meetings.
6. Encourage them to continue in-service training.
7. Encourage them to take student practice teachers.
8. Distribute superior teachers among the various schools so that there are several in each building to leaven the whole group, since adults as well as children learn by imitation.
9. Work toward an equitable plan for a super-maximum of pay for superior teachers.

### The Weak Teacher

Textbooks and articles traditionally emphasize observation and conference; supervisors almost universally use it, yet unsatisfactory teaching commonly persists. Therefore something additional should be done.

A supervisor has a choice of any one of several approaches: preventive, corrective, constructive, and creative supervision. The preventive approach probably requires a strong motivation within the teacher. Consequently it seems well adapted only to a teacher actively seeking self-improvement or to a beginning teacher.

The corrective approach is doubtless the most common one. Unfortunately with many supervisors, this form has taken the faultfinding, critical finger pointing to a list of faults checked off on a rating sheet or jotted down in copious observation notes. Viewed objectively, faultfinding is almost invariably negative; also it is a normal reaction for a person who is put on the defensive to defend himself! In a "defensive" situation, a weak teacher is quite unlikely to respond favorably to the improvements sought by the supervisor. In fact it may even lead to a poor attitude which could be worse than the faults. Hence, it would seem that the corrective approach is undesirable from either a psychological or a practical standpoint.

Apparently then, the constructive and creative types of supervision are the best with which to work. The more important of these methods for motivating unsatisfactory teachers are listed below.

1. Arrange for the teacher to visit the classes of superior teachers.
2. Give work to the teacher that she does well.
3. Try to discover the underlying causes of poor work.
4. Be alert in detecting the first evidence of weakness.
5. Ask a weak teacher to investigate a problem, especially along the lines of that teacher's weakness.
6. Encourage in-service training and extension courses, to the extent if necessary of having courses given in one of the school buildings.
7. Practice the principles of guidance and individual differences.
8. Back up the weak teacher as strongly as possible as often as possible in all pupil and parent relationships.
9. Work for better salaries.

Of course, some methods or practices are suitable for all teachers. As examples, a supervisor should always try to build up self-reliance, and a supervisor should always give praise and recognition for work well done. Other methods, however, are better adapted for special purposes. Yet one significant fact stands out. A supervisor should not be content to try merely one or two of those devices. Improving a weak teacher is a "searching" problem that cannot be solved in a week, a term, or perhaps even a year. It requires guidance and patience and long-time planning.

### Summary

Supervision, or preferably leadership, has the dual overlapping purposes of improving teaching and improving teachers. This means growth, and growth implies change. In trying to stimulate growth and change, a supervisor must consider each teacher individually and choose devices according to a person's personality and ability.

There is no single panacea. The records of the past indicate that observation and conference have been a chief method. But this is not the only method, and in some cases it may not be even a good method. Supervision, as a problem in human relationships, is a never ending challenge to encourage the strong and help the weak. The constructive and creative aspects of supervision seem best adapted for furnishing this kind of leadership in a democratic and co-operative way.

The good supervisor wants the children to benefit by the best that everyone has to offer!

When supervisors practice the principles of guidance and recognition of individual differences, and when supervisors accept the implication that they are jointly responsible with the teachers for the development of the children, the profession will have reached a level above the picayune criticisms which have so distracted teachers in the past.

That is the challenge to supervisors, as the leaders of exceptional teachers!

[1]Principal, McKinley School, Kearny, N. J.

A Great Corporation's Heart —

# Educating the Harvester Employee

*R. U. Blasingame*[1]

Education for employees is no new project at International Harvester. New, however, is the present program which is nationally significant.

It contains three elements:

In 1945, a staff unit, with all of the company's training programs concentrated under one head, began operating. This unit is called "Education and Training."

Next, Harvester acquired a Central School on Chicago's Near North Side. In this school, sales and plant personnel of managerial stature in all Harvester operations receive intensive training.

Finally, Harvester and the University of Chicago contracted to work together for a five-year period. This relationship is probably unique in industry. There appears to be no other co-operative industry-education program of comparable scope and character in the country today. The effects of this working relationship are felt in every training program at Harvester, in the Central School, as well as in local sales and manufacturing operations.

[1]Head of Department of Agricultural Engineering, Pennsylvania State College, on sabbatical leave with International Harvester Company as special consultant.

## Education and Training

Harvester feels that it is not enough to develop a well-trained supervisory force, excelling in technical knowledge and skills, but it is also important to concentrate on man's ability to reason, to meet and deal with problems on the job and in everyday living. Technical ability, Harvester feels, does not imply that a man is educated. The company tries to show its employees how to use their mental equipment to the best advantage.

All training programs are under the supervision of Education and Training, and are handled by training directors at the works and sales promotion supervisors at the sales districts. These include:

### 1. *The Leadership Course*

Back in 1939 Harvester developed a four-year course for foremen. Then the war came along, and the course was cut to six months, and considered an emergency course for foremen. It proved effective. After the war, Harvester kept the six-month period, but completely revised the content of the course.

Since candidates for the course are carefully screened by a committee of works staff members, they are not lacking in technical qualifications. They can step into foremen's jobs. However, they may not be fully developed in leadership qualities.

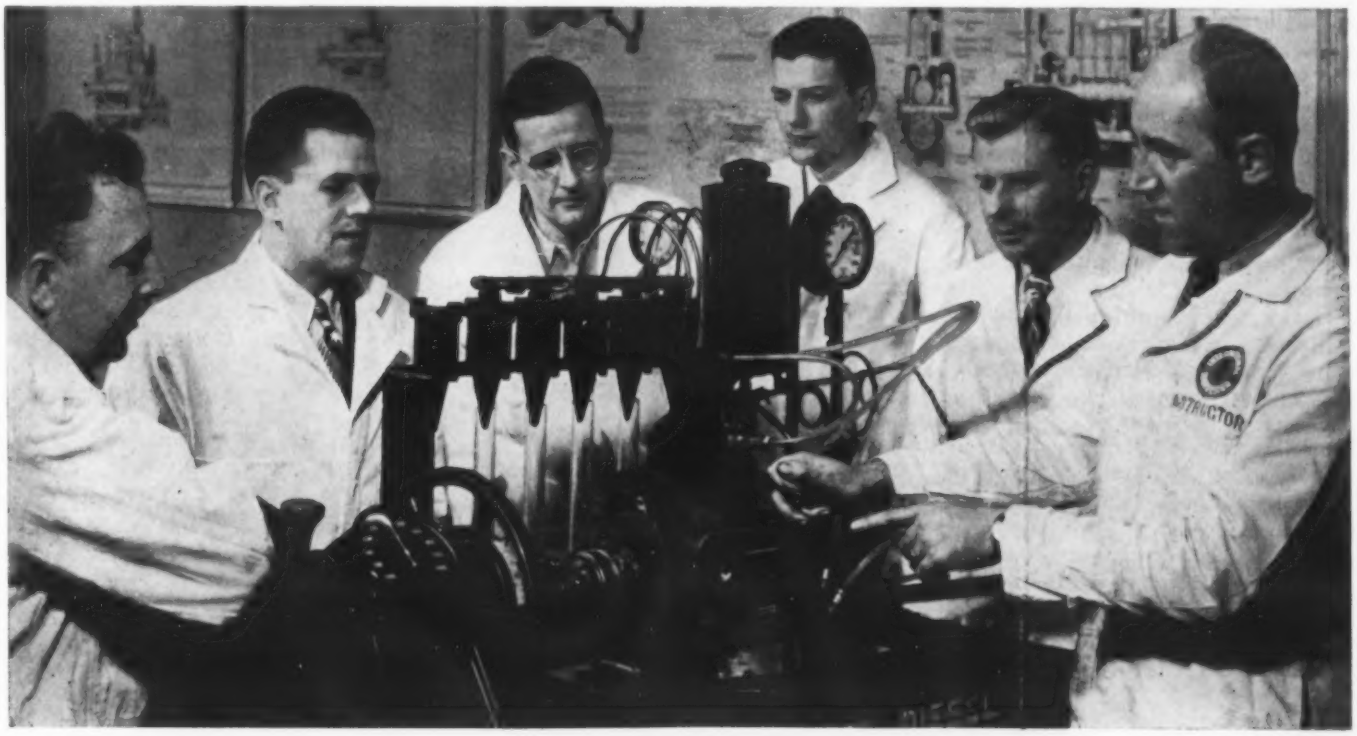
Consequently, Harvester grooms its promising young men for foremen's jobs by the Leadership Course. To make them better understand their responsibilities and potentialities, this course considers such subjects as personal qualities of a leader, practical psychology, the expression of ideas (effective writing and speaking).

The trainee learns about the foremen's responsibilities in safety and good housekeeping, training procedures, labor laws, grievance-handling procedures, wage-payment policy, accounting-cost control, materials-and-quality control, and others.

### 2. *Progressive Students' Course*

The company also looks to future supervisory needs with a Progressive Students' Course. Degrees in engineering or business administration from approved colleges or universities or roughly the equivalent in company experience, are required for eligibility in these courses.

Learning on the job according to a pre-



**Personnel from the sales districts and from the dealer organization receive specialized training on the injection system of one of the Company's diesel engines.**



On-the-job training — new operator being instructed on Gisholt turret lathe.



Student leads discussion in one of the classes at Harvester Central School.

arranged schedule, the student "progresses" from one department to another, with a certain amount of time set aside each day for classroom sessions. Graduates are usually placed in staff or technical positions in the Works; in Sales they may become zone managers (sales district representatives for a certain territory) or zone collectors.

Since each student trains for a certain position, no two courses are exactly alike in every detail. The course is tailor-made to fit the needs of the student.

### 3. *Co-operative Engineering Course*

Co-operative students, after a semester or two at a university, spend about half their time in the university, half their time with the company. While with the company they follow programs similar to those of progressive students.

This is a five-year course; the student earns a degree in engineering and becomes eligible for a staff job with the company, usually in engineering.

### 4. *Apprenticeship Courses*

Harvester seeks to maintain its supply of skilled workers through these courses. Apprentinces are indentured for a four-year period. They put in a specified amount of time studying arithmetic, English, mechanical drawing, blueprint reading, and other semitechnical courses. There are apprentice courses at some of the Harvester works in eight different skills.

### 5. *Off-Hour Courses*

As far as the great population of a Works is concerned — the rank-and-file-employees — Harvester feels that the best employee is one who is not only content at his machine or on the assembly line during his eight working hours a day, but also well adjusted in his life outside the plant.

Harvester's "Off-Hour" program is designed to help employees adapt themselves to situations that confront them every day — on the job, or away from work. The subjects taught in this program may have some relation to a man's job, or they may not. The employees decide what the curriculum will be. They fill out questionnaires, made up and distributed by the Training Department at the Works. In these questionnaires they state their course preference. If a reasonable number of employees request a subject, such as photography, that subject is taught. The program gets its name from the fact that the subjects are taught at the beginning or end of a work shift. Harvester employees are usually instructors. However, if no one is qualified to teach, instructors are engaged on a fee basis from a local high school or university.

Tuition is free to the employees, and books and equipment are loaned without charge. There is variety in this curriculum. Employees have requested such subjects as sketching, dressmaking, fly fishing, Spanish, and psychology, to name a few. They are also interested in subjects that tie with their jobs — blueprint reading, electricity, mechanical drawing, heat treating, refrigeration, machine-shop practice, bookkeeping and accounting. In many cases, these Off-Hour courses are also open to members of employees' families.

In one plant in Chicago, 823 or 11.6 per cent of the personnel enrolled in 39 Off-Hour classes offered from September to December 17, 1948. Seven hundred and twelve employees, or 86.65 per cent of the original enrollees, completed the program.

## The Central School

Harvester gives particular attention to training its managerial group. Many times a day a foreman or a zone manager is confronted with a problem that has nothing to do with his technical knowledge. He must get to the root of that problem, and make a decision based on his reasoning. To change individual behavior so that each student can think and act to his best advantage and thus become a more efficient manager of men is the objective of Harvester's educational program.

Harvester's Central School offers comprehensive courses of study for managerial personnel in both sales work and manufacturing. These courses are discussed generally at the school, and at the Works' or district level are taken up more specifically in foremen's conferences and district training meetings.

For the sales personnel, courses of study have been prepared in technical and procedural matters in this field of the business: selling, credit and collection, service station management, advertising, sales promotion, and many other phases of merchandising. "Orientation" subjects, designed to give students a broader view of the Harvester Company and the scope of its operations, are also included. Other subjects emphasize personal development, such as effective speaking, letter and report writing, and personal management.

Manufacturing courses follow a similar pattern, with less emphasis on technical instruction. It is obviously difficult to develop a course that will cover the many diverse procedures involved in the production of steel, twine, farm implements, and refrigerators.

The over-all plan of the manufacturing course is the result of six weeks' developmental work by a committee of Works foremen drawn from six of the company's divisions. This committee, working directly from Education and Training's course development staff, examined in minute detail every aspect of the foremen's job. In the course of its analysis, the committee listed more than 50 problems that can, and frequently do, arise within a department in a single day. The committee finally decided that the Works foremen needed a full set of basic equipment with which to meet any problem as it comes up.

The result was a course which gives a foundation in five basic areas of industrial knowledge: personal development, human relations, economics, company operations, and technical operations.

The course for the independent dealers who sell and service the company's products was planned in the same way. A committee of dealers came into Education and Training for several weeks of consultation. Harvester feels that it is more practical in the long run to seek out those who are to receive the training and get their reaction while the course is still in the planning stage.

Even after the course has been launched at the Central School, it continues to undergo change. Students in all courses are asked, upon graduation, to submit their opinions on specially developed questionnaires. In this way, the Central School staff is able to determine which of its subjects are taking effect, which need additional development.



Training at Harvester Central School includes instruction of foreign personnel from the Company's overseas organization.

The Course Development Section, a special group within Education and Training, prepares text and lesson plans. The instructor is not bound to follow to the letter this material. He uses the method of training that seems most effective for his particular group — usually a mean between the straight lecture and the conference technique. Visual aids are also prepared by the Course Development Section for instructors at the school. The works training department usually prepare their own aids, but are encouraged to call upon this section for help.

The school, a large three-story building, held its first class on April 15, 1946. In the first year and a half of operation more than 2500 men from sales operations were graduated in 14 different types of courses. These included special courses for zone managers, assistant credit managers, part department personnel, retail motor truck managers, and service managers. Only district sales personnel were trained in this first year. In 1947 the first Works managerial groups came to the school. In 1948, dealers were added. During this year 848 of the company's 9000 dealers were trained. This number will be doubled during 1949 because two classes of dealers are being trained simultaneously. This means that approximately 85 men received this training in each two-week period.

At the present time, the Central School is taking care of two classes of dealers, with approximately 45 in each class; one class of 50 foremen, and a class of 25 dealers' service-station foremen. There may be a sacrifice to effective discussion in the classes of over 25 men, but Harvester feels that this sacrifice is balanced by the opportunity of getting the message across to more personnel in a shorter period of time.

Harvester brings its managerial personnel to the school but the dealers pay their own expenses. The Central School has a "waiting list" of dealers in all parts of the country who want to attend the course.



Orientation class for new employees. Reflector-type projector (foreground) is used to illustrate the talks.

### UNIVERSITY OF CHICAGO CONTACT

Harvester has a five-year contract with the University of Chicago. The university is developing, with the company, an integrated, long-run program of industrial education and training. The company pays the university a fixed sum each year, and in return, the university puts at the company's disposal such of its entire staff as the project requires. Such departments as education, economics, psychology, and sociology have co-operated thus far. Together, the company and the university formulate objectives and methods, and measure accomplishments.

As a part of the machinery to carry out this program, the university set up a special committee of its faculty for the "Harvester Project." A full-time liaison man, a member of the university's department of education and a former university examiner, was appointed to work with the Education and Training department. He is advised by a committee from the university faculty. This man established special research projects to assist in the development of the education and training program. He keeps members of the university staff informed of developments in which they might have a particular interest. Thus, this Harvester project not only gives more vigor and scope to the company's training program, but it is also making a meaningful, long-run contribution to existing knowledge on adult education.



**Harvester trains apprentices in many different trades.**

### Evaluation of Results

It is difficult, of course, to evaluate to any degree of precision, the results of an education and training program in industry. Harvester makes the following evaluation: During the three years since the co-operative relationship with the university has been in effect, the scope of the training programs has increased immeasurably. The Central School has graduated more than 6000 managerial people from every phase of the company's operations. Programs in the field show increased effectiveness because training directors and instructors at the works and division level are provided with texts and lesson plans based on what the university has discovered to be sounder bases for adult education. Most of these operations now have integrated programs of study.

The program has succeeded in giving to Harvester employees a sounder fund of information on the company's products, policies, and procedures. It has developed in supervisory people an increased skill — in handling of people, in the use of oral and written words, and in the techniques of management.

Most important of all, Harvester feels, is a heightened morale throughout the entire organization because of this program. A definite change in the attitudes of foremen and sales people as a result of attending the Central School is evident. They have a better understanding of the implications of their jobs, and an increased ability to handle difficult situations inherent to industry supervision today.

The ultimate objective of Harvester's relationship with the University of Chicago is to achieve a greater degree of self-sufficiency in conducting and administering its own training program on a sound educational basis. The company is well on its way toward this goal.

**For City School Districts —**

# Legal, Illegal, and Extra-Legal Degrees of Fiscal Dependence

*E. C. Bolmeier**

Much of the literature on educational administration refers to "fiscally independent" and "fiscally dependent" school systems in a manner as to suggest that every school system is either fiscally independent or fiscally dependent. As a matter of fact, however, very few city school systems are completely independent in fiscal affairs; and fewer are completely dependent.

The degree of fiscal independence under which a city school system may legally operate is generally determined by legislative enactment. Since each state is permitted to organize and administer its own school system, the laws of no two states are alike with respect to the fiscal control of the schools. Furthermore, city school systems within a single state frequently have their finances governed by special laws because of size or other circumstances. Consequently there are almost as many degrees of municipal control over school finances expressed in the laws as there are cities governed by special acts. Discrepancies in fiscal control are further accentuated by the different interpretations placed upon these special provisions by school and city officials.

Practices of fiscal control of some city school systems are strictly in accordance with the laws governing them. In some other cities certain practices are in variance with the law. In still other instances city and school officials mutually agree to divisive or co-operative fiscal control which is permitted but not necessarily expressed in the laws.

### Definitions and Degrees of Fiscal Independence or Fiscal Dependence

Before attempting to determine where municipal control over city school finances is legal, illegal, or extra-legal, it might be well to define the terms and to consider the varying degrees between the two extremes of fiscal independence and fiscal dependence.

Generally accepted definitions may be found in the *Dictionary of Education:*

> *A fiscally independent system* is a school system in which the state has delegated to the board of education complete authority in all matters pertaining to the financial management of public schools, the board having the power to determine the amount of the budget and to levy or cause to be levied taxes to raise the required funds; *a fiscally dependent system* is a school system in which the board of education cannot make estimates and decisions on financial matters without the approval of and control by municipal authorities.[1]

The definitions in the *Encyclopedia of Educational Research* are somewhat similar in meaning:

> When a board of education has the legal right

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[1]Good, Carter V., *Dictionary of Education*, p. 172 (New York: McGraw-Hill Book Company, 1945).

to levy taxes and to spend the income therefrom without securing the approval of the mayor, city council, county budget commission, or some other governmental agency, it is said to have *fiscal independence*. When the board cannot levy and spend taxes without securing the approval in whole or in part of some other governmental agency, it is said to have fiscal *dependence*.[2]

Henry and Kerwin differentiate between fiscal independence and fiscal dependence in the following terms:

> In many instances the control of these city school systems is vested in a school board clothed with authority to levy a local tax for the support of the schools, or to demand and require that such tax be levied by the appropriate municipal officers. It is usually the case that school tax revenues derived in this manner may be expended by the school board at its own discretion, so long as all expenditures are made for the purposes and in the manner prescribed by law. When a school board is empowered thus completely to control the financial affairs of a school system, it is clearly independent of municipal authority and the school system under its control is designated an independent school system. On the other hand, if any municipal officer or agency may determine the amount to be expended for school purposes or exercise any control over the manner of expenditure of such funds, the school system is considered dependent.[3]

The authors recognize and emphasize that many variations exist between complete fiscal independence and complete fiscal dependence. They then classify 33 representative cities on the basis of the fiscal status of their school systems as follows:

*Independent school systems:* Chicago, Philadelphia, Los Angeles, St. Louis, Pittsburgh, San Francisco, Milwaukee, Minneapolis, Seattle, Portland, Denver, Birmingham, Des Moines, Salt Lake City, Berkeley

*Dependent school systems:* Detroit, Cleveland, Baltimore, Boston, Buffalo, Cincinnati, Newark, Indianapolis, Louisville, Columbus, St. Paul, Atlanta, Memphis, Springfield, Bridgeport, Albany, Chattanooga, Kenosha[4]

The definitions of complete fiscal independence and complete fiscal dependence, reported in Frasier's pioneer study on the control of city school finances, are in agreement with those already quoted. Frasier goes further, however, by describing what he considers nine different degrees in fiscal independence or dependence.

1. School boards that are elected by the people on a nonpartisan basis and are fiscally independent in all respects except that there is a legal limitation on the amount of money that they may raise by taxation.
2. School boards that are appointed, usually by the mayor or city council, and are fiscally independent. Such boards are not completely responsible, since the appointing officer exerts some influence. There may also be the legal limitation on the amount of money that such boards can raise by taxation.
3. School boards that are elected by the people but are only partially independent, since they are dependent upon the county officials for a portion of the tax funds.
4. School boards that are elected but are dependent upon the vote of the people and the review of the excise board for the school tax rate.
5. Elected school boards that must submit their budgets to the electors of the district for final approval.
6. School boards that are elected but must have their budgets approved by the county budget commission.
7. Elected school boards that are fiscally dependent, in that their budget must be approved by the city authorities.
8. Appointed school boards — appointment usually by the mayor — which cannot adopt a budget without the permission of a separate board of school estimate and which are dependent upon the city government for all but a small minimum tax levy.
9. Appointed school boards that are entirely dependent upon the city government for all school funds.[5]

A recent issue of the *Official Journal of the U. S. Office of Education* states that

> there are therefore some school systems that are departments of a general government to the extent that they are fiscally dependent on a county, city, or other local political unit for an annual appropriation. . . .
>
> Fiscally dependent school systems are found particularly in large cities. Forty-one of the 92 cities with 100,000 population and more have such systems.
>
> *1,000,000 population and more:* Detroit, Mich.; New York, N. Y.
>
> *500,000 to 999,999 population:* Baltimore, Md.; Boston, Mass.; Buffalo, N. Y.; Milwaukee, Wis.; Washington, D. C.
>
> *250,000 to 499,999 population:* Atlanta, Ga.; Dallas, Tex.; Jersey City, N. J.; Louisville, Ky.; Memphis, Tenn.; Minneapolis, Minn.; Newark, N. J.; Providence, R. I.; Rochester, N. Y.; St. Paul, Minn.
>
> *100,000 to 249,999 population:* Albany, N. Y.; Bridgeport, Conn.; Cambridge, Mass.; Charlotte, N. C.; Chattanooga, Tenn.; Elizabeth, N. J.; Fall River, Mass.; Hartford, Conn.; Knoxville, Tenn.; Lowell, Mass.; Nashville, Tenn.; New Haven, Conn.; New Bedford, Mass.; Norfolk, Va.; Paterson, N. J.; Richmond, Va.; Somerville, Mass.; Springfield, Mass.; Syracuse, N. Y.; Trenton, N. J.; Utica, N. Y.; Wilmington, Del.; Worcester, Mass.; Yonkers, N. Y.[6]

It may be noted that several of the above-listed fiscally dependent city school systems are listed by Henry and Kerwin as fiscally independent. Moreover, some of them are not strictly dependent according to recent judicial interpretation.

Another investigation,[7] part of which was reported in the SCHOOL BOARD JOURNAL, examined the degree of fiscal dependence in all cities over 50,000 population on the basis of charter, statutory, and constitutional provisions and their judicial interpretations when involved in litigation.

It was found that forcible laws pertaining to 151 of the 191 cities provide that the school budget estimate must be presented to city, county, or state officials. This, however, does not denote legal fiscal dependence in all those cities, since in only 66 of the cities does the law allow or require city officials to revise the school budget in any degree.

### Legal Fiscal Dependence

According to most of the definitions of fiscal dependence, a school system is fiscally dependent when the school board's budget estimate is subject to revision or rejection by municipal authorities. At least 54 of the cities with population over 50,000 are governed by laws which empower city officials with such authority.

Revision of the budget estimate by striking out or changing amounts to be allotted for specific items is the most rigid type of fiscal dependence, since, in effect, it determines what may be expended for particular school activities. According to the laws and the interpretations placed upon them by both city and school officials, there are 13 cities in which city officials are authorized to strike out or alter specific budget items. One of the most explicit examples of such fiscal dependence is in St. Paul where the mayor "shall have power to veto any item or items . . . without affecting the validity of any other item or items."[8] In Baltimore, where the school budget is subject to review by the board of estimates and the city council, both agencies may reduce specific items of the estimate.[9] The budget estimate of the Detroit board of education is likewise subject to revision by items: "the budget shall specify the amount required for salaries of teachers and other employees of the board, repairs, fuel, supplies, and general current expenses. . . . So much of said budget as the appropriating bodies of said city shall approve shall be levied and collected the same as city taxes."[10] In certain instances the courts have held that the authority of city officials to change or delete specific items is advisory rather than conclusive.[11]

A city school system is generally considered also to be fiscally dependent when city officials are authorized to reduce the school budget estimate, even when the reduction applies to the total amount or general categories but not to specific items. According to the laws and the general interpretations thereof, approximately 40 cities above 50,000 population are fiscally dependent to that degree.

In 6 cities the mayor, individually or with the city council, holds the veto power over the entire school estimate or certain items thereof. Since, however, the veto may be overridden by a specified majority of the school-board members, there is some question as to whether or not all school systems governed by such laws are fiscally dependent in the strictest sense of the term. For example, the mayor's veto power over the school-budget estimate in Boston may be overridden by the votes of four of

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[2] Monroe, Walter S. (Editor), *Encyclopedia of Educational Research*, p. 106 (New York: The Macmillan Company, 1941).

[3] Henry, Nelson B., and Kerwin, Jerome G., *Schools and City Government*, p. 49 (Chicago: The University of Chicago Press, 1938).

[4] *Ibid.*, p. 60.

[5] Frasier, G. W., *The Control of City School Finances*, Chap. VI (Milwaukee: The Bruce Publishing Company, 1922).

[6] "Fiscally Dependent School Systems," *School Life*, p. 26, June, 1948.

[7] E. C. Bolmeier, "Municipal Participation in City School Finance," AMERICAN SCHOOL BOARD JOURNAL, pp. 42–44, August, 1938.

[8] *The Charter of the City of St. Paul, Minnesota*, 1924, Chap. XIII, sec. 204.

[9] *Charter and Public Laws of Baltimore City*, 1927, sec. 36.

[10] *General School Laws of Michigan*, 1934, sec. 7281.

[11] *Rief* v. *Schwab*, 204 N. Y. App. 50, and *Fleishmann* v. *Graves*, 232 N. Y. S. 84, 138 N.E. 745.

the five members of the school committee[12] which is the same number required to validate the original estimate.[13]

### Illegal Fiscal Dependence

The fact that a city board of education is required by law to submit a budget estimate to a municipal officer does not necessarily signify that such official is legally authorized to revise the budget in any manner. In some instances the budget must be approved as presented. The act of submitting the budget may be only a formality in certifying the amount of funds needed by the board of education and over which tax-levying authorities have no discretionary power. Municipal or county responsibility in reviewing the budget with respect to tax limitation laws is likewise ministerial rather than discretionary.

Frequently when the law does not state in clear terms the degree of municipal control to be exercised over the school budget, more liberty may be taken—and often is—in making revisions than was intended by the legislature. A school board which surrenders its prerogatives in determining the school budget and permits the reviewing agency to set the amount to be levied, without specific statutory authorization, is illegally fiscally dependent.

Apparently no exhaustive study to determine the extent to which illegal fiscal dependence prevails has ever been made. There have been numerous instances, however, in which the board of education or someone else has challenged the legal right of municipal authorities to control the school budget in the absence of specific laws to do so. In all instances where such cases have been tried in the courts, the rulings have denied such authority to municipal officials unless specifically allowed by law.

The repetitious history of the courts invalidating fiscal dependence not authorized by law cannot be fully reviewed here. Several comparatively recent cases, however, may be cited to illustrate current judicial interpretations of illegal fiscal dependence.

In April, 1947, the board of education of Wilmington, Del., formulated a budget of approximately $775,000 and submitted it to the mayor and council for the necessary appropriations. After the mayor and council disregarded the request of the board and appropriated only $380,000, they were sued for a writ of mandamus and compelled to appropriate the full amount requested. In its support of the school board's fiscal independence the following points were stressed:

> While boundaries of city of Wilmington special consolidated school district are coextensive with city limits, board of public education in Wilmington is separate corporate entity, for use of which only special funds raised by taxation for school purposes must be appropriated by city council. . . .
>
> The school law gives board of public education in Wilmington right to determine what funds are necessary to operate public schools under board's management and control, and city of Wilmington is merely agency for raising such funds by assessment and taxation and has no discretionary power respecting amount required. . . .
>
> The provision of Wilmington city charter that amount of taxes assessed for use of city schools shall be collected as other city taxes does not make them city taxes to be assessed in amount determined by city council rather than city board of public education.[14]

Fiscal dependence also has reference to the freedom allowed or denied boards of education in the expenditure of funds appropriated by a city for school purposes. For example, the city comptroller of Bridgeport, Conn., refused to certify pay rolls approved for payment by the board of education on the grounds that it would result in disbursements exceeding the annual appropriation. The statutes of Connecticut provide that the money appropriated by any city for schools shall be expended by, and in the discretion of, the board of education, and specifically authorize the board of education to transfer unexpended balances from one item of expenditure to others, as well as to expend money received from other sources for school purposes. Therefore, the supreme court decided that "the comptroller has certain ministerial duties; but there is nothing in the charter which gives him discretion. In fact, his duties with reference to the board of education are more restricted than in the case of other departments."[15]

The courts also uphold county boards of education in control over fiscal matters in accordance with existing laws. A recent case[16] in Georgia is illustrative. The Wilcox County board of education recommended and requested a levy of 15 mills for school purposes — such amount falling within statutory limits. The county tax-levying body, however, levied only 10 mills. The supreme court of Georgia ruled that the request was mandatory upon the fiscal authorities, and "they have no discretion in the matter."

In a somewhat similar case,[17] the Kentucky Court of Appeals made a significant comment upholding fiscal independence:

> The legislature has always zealously guarded the rights of school boards to control and manage the public schools without interference or supervision by other bodies. Responsibility for the proper management of the school system of a county is vested in the board of education. The funds needed to conduct the schools, the salaries of teachers and other employees, and the number, character and locations of buildings are matters left, and necessarily so, to the judgment of the members of the board of education.

### Extra-Legal Dependence

The laws of some states are neither mandatory nor prohibitive with respect to the degree of fiscal dependence of the various boards of education. Frequently the laws imply fiscal independence but permit the sharing of fiscal control with municipal officers if the board of education so desires. Consequently practices frequently continue and develop to the stage where municipal officers virtually determine the school budget. They do so with the consent of the school board but without statutory authorization.

Certain situations illustrating this type of extra-legal dependence are evidenced in Mississippi, where the state law provides that "the board of trustees of each municipal separate district shall file a certified copy of the separate school district budget with the mayor and board of aldermen. . . .[18] The mayor and the board of aldermen shall make a levy sufficient to cover the budget, or, in lieu thereof, must call an election to determine the question of the levy. . . ."[19]

The phrasing of the Mississippi law certainly does not suggest that the legislature intended the board of education of a separate school district to be subordinate to municipal officers in determining the amount to be appropriated for school purposes. Nevertheless the practice, in certain cities, has been for the board of education to prepare a tentative budget estimate and to "feel-out" the "city fathers" with respect to their approval or disapproval before submitting the budget officially in its final form. In numerous occasions the city officials have requested reductions of the original estimates and the boards of education have acquiesced. Whether such submission of the board of education is an act of allegiance to municipal officers who are authorized by law to appoint the school board members, or to avoid calling "an election to determine the question of the levy," is mere speculation. The practice may be meritorious in maintaining harmony between city and school officials, but it also deceives the public as to the legal allocation of fiscal control over the public school system.

### Electorate's Control Over Fiscal Dependence

It is not the purpose of this article to weigh the relative merits or demerits of fiscal independence or dependence. In general, school administrators believe that the nature and importance of education are such as to warrant complete fiscal control by the board of education, free from control or influence of municipal officials. The majority of political scientists, however, favor fiscal dependence of boards of education, or, at least, a closer co-ordination

(Concluded on page 68)

[12] *Special Acts of Massachusetts*, 1919, Chap. 206, sec. 2.
[13] *Acts and Resolves of Massachusetts*, 1930, Chap. 313, sec. 1.
[14] *Mayor and Council of Wilmington* v. *State ex rel. Du Pont* (Del.), 57 A. 2d 70 (1947).
[15] *State ex rel. Board of Education of City of Bridgeport* v. *D'Aulisa, City Comptroller* (Conn.), 52 A. 2d 636 (1947).
[16] *Board of Education of Wilcox County* v. *Board of Commissioners of Roads and Revenues of Wilcox County* (Ga.), 41 S.E. 2d 398 (1947).
[17] *Fyfe et al.* v. *Hardin County Board of Education* (Ky.), 205 S.W. 2d 165 (1947).
[18] *School Law of Mississippi*, 1930, Art. XXIV, sec. 6.
[19] *School Law of Mississippi*, 1930, Art. IV, sec. 6662.

# Who Made That *A* in Science?

*E. R. Harrington, Ph.D.**

A long time ago when I was a student in high school I heard that there was a definite correlation between a student's success in school and the economic and social status of his parents. It was generally conceded that the children of certain economic and social levels went farther in school and did better while they were there. As years went on I heard this same statement more than once. Each time, even to the present, it has been couched in different terms but it always adds up to the same thing. In cold-blooded terms it states today as it did thirty years ago that the children of the doctors and the lawyers do better in school than the children of the farmers and the plumbers.

As a high school and university student I did not have any great amount of time to think about such opinion. I did challenge it in a vague way but there were so many other real pressing problems that I gave this supposed correlation little thought. After I began teaching I had a chance to make some observations on the subject, and I soon began to doubt the oft-heard statements which had placed the professional man's children in a higher scholastic bracket than the children of the tradesman. A farmer's son took a national examination and rated the highest score west of the Mississippi River. A barber's son far outscored anyone else in his state on an achievement test. Without benefit of high economic or social standing many fine students "hit" my science courses for an *A*. Maybe there was something wrong with that idea of correlation between opportunity and accomplishment. Someday I decided I should make a study of my own students and see what correlation, if any, existed.

## Basis of the Study

For the past 19 years I have been head of the science department of the Albuquerque high school. Our city has a population of seventy-five thousand. There is one public high school and we get students from every section of the town and country. The city is not industrial in character though it does contain a large railroad shop and several small manufacturing plants. We are in the midst of an irrigated farming area of limited acreage. Our city contains a number of government offices, an air base, and a large installation under the control of the Atomic Energy Commission (Sandia Base). For many years this area of the state has been famous as a health resort. We have many hospitals and physicians, and the patients here for their health (mostly for tuberculosis) number several thousand. Our city draws its support from many scattered activities, there is no one large factor which overshadows all others. Children come to us from all economic and social levels. If there is any preponderance of background it is that we are slightly top-heavy in the professional groups as compared to most cities.

My study extends from 1930 to the present time. During those years we have had excellent cross sections of the times. We have had every gradation of the "boom and bust" cycle so common in American history. For this reason I consider the times of our study as representative of America. I also consider our city, with its diversified activities, as rather representative of the nation. It could be that our study here shows a fair cross section of the attainments in the average American high school.

During the 19 years of the study I have had more than 4500 students in my classes of physics, chemistry, meteorology, air navigation, and geology. Some boys — and girls — have been excellent students who selected the science subjects purely on an elective basis. Other students have taken their special science subject for the many other reasons which have nothing in common with interest or the desire to excel. The 4500 students have not been any select part of the student body of our school. During the time of the study 420 students have been listed with the grade of *A*. Our school keeps an excellent set of records and from these records the occupation of the parents has been obtained. The results of the study appear in tabulated form in the accompanying table.

### TABLE OF PROFESSIONS FOLLOWED BY PARENTS OF 420 *A* STUDENTS

| | |
|---|---|
| **Agriculture** | |
| Farmer or rancher | 27 |
| Greenhouse owner | 2 |
| Gardener | 1 |
| Tree surgeon | 1 |
| *Total* | *31* |
| **Manufacture and Mechanical** | |
| Machinist | 18 |
| Carpenter | 12 |
| Electrician | 6 |
| Plumbers | 4 |
| Jewelers | 4 |
| Oil driller | 3 |
| Construction worker | 3 |
| Small contractor | 3 |
| Stationary engineer | 3 |
| Small manufacturer | 3 |
| Printer | 2 |
| Auto mechanic | 2 |
| Machine foreman | 2 |
| Plasterer | 2 |
| Warworker (miscellaneous) | 2 |
| Dental technician | 1 |
| Welder | 1 |
| Miner | 1 |
| Dragline operator | 1 |
| Steel worker | 1 |
| Molder | 1 |
| Bri : maker | 1 |
| *Total* | *76* |
| **Professional Services** | |
| School teacher | 24 |
| Salesman (miscellaneous) | 16 |
| University professor | 15 |
| Engineer | 12 |
| Real estate salesman | 10 |
| Physician | 10 |
| Life insurance salesman | 6 |
| Lawyer | 6 |
| Druggist | 4 |
| University executive | 4 |
| Minister or rabbi | 3 |
| School executive | 3 |
| Dentist | 2 |
| Life insurance executive | 1 |
| Artist | 1 |
| Author | 1 |
| Photographer | 1 |
| *Total* | *119* |
| **Domestic and Personal Services** | |
| Nurse | 6 |
| Barber | 4 |
| Butcher | 3 |
| Baker | 3 |
| Dressmaker | 2 |
| Tailor | 2 |
| *Total* | *20* |
| **Transportation and Communication** | |
| Railroad brakeman | 4 |
| Bus driver | 4 |
| Truck driver | 4 |
| Freight clerk | 2 |
| Baggage man | 2 |
| Railroad engineer | 1 |
| Railroad conductor | 1 |
| Filling station attendant | 1 |
| Pullman porter | 1 |
| Telephone operator | 1 |
| *Total* | *21* |
| **Public Service** | |
| Government engineer | 12 |
| Government clerks | 11 |
| State employees | 4 |
| Professional soldier | 4 |
| Policeman | 4 |
| Govt. employee (executives) | 3 |
| Mail carrier | 3 |
| City employee | 1 |
| *Total* | *42* |
| **Clerical Occupations** | |
| Office clerks | 12 |
| Store clerks | 8 |
| Stenographers | 6 |
| Bookkeeper | 5 |
| Accountant | 3 |
| Store manager | 2 |
| *Total* | *36* |
| **Trade** | |
| Small store proprietor | 9 |
| Saloon proprietor | 6 |
| Restaurant proprietor | 4 |
| Secondhand store proprietor | 3 |
| Pawnbroker | 2 |
| Junk dealer | 1 |
| Tourist court proprietor | 1 |
| Laundry operator | 1 |
| Juke box dealer | 1 |
| *Total* | *28* |
| **Miscellaneous** | |
| Unemployed or not listed | 24 |
| Widowed mother | 8 |
| Self supporting | 5 |
| Health seeker | 4 |
| Retired pensioner | 3 |
| Loan company operator | 1 |
| Independently wealthy | 1 |
| Ward of the court | 1 |
| *Total* | *47* |

### BREAKDOWN OF OCCUPATIONS IN PER CENTS

| | |
|---|---|
| Professional services | 28.3% |
| Manufacturing and mechanical | 18.0 |
| Miscellaneous | 11.2 |
| Public service | 10.0 |
| Clerical occupations | 8.6 |
| Agriculture | 7.4 |
| Trade | 6.6 |
| Transportation-communication | 5.0 |
| Domestic and personal service | 4.8 |
| | 100.0 |

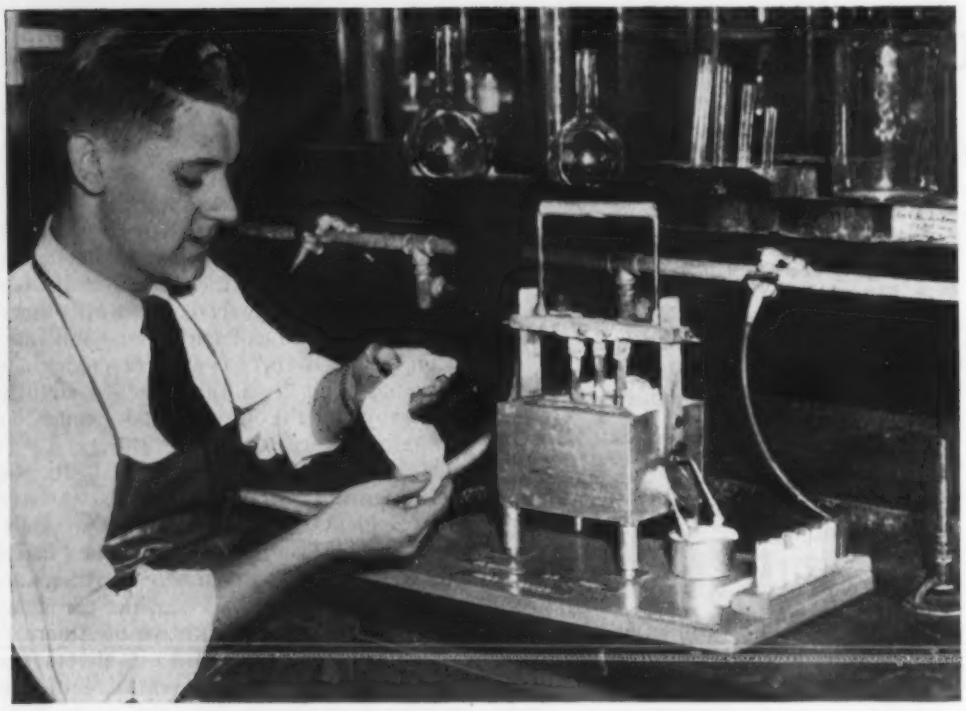
## The Results Analyzed

What conclusions can be drawn from this table? First of all it is certain that there is no social or economic monopoly on ability. We find the physician's children being outstripped by the children of the farmers and the machinists. The store clerks got more children in the upper scholastic bracket than did the lawyers and the dentists ran a poor second to the plumbers. The children of the school teachers rated high showing, possibly, that the teachers are an aggressive lot in plugging for education at home as well as in the schoolroom.

It is interesting to note that the professional service division leads all groups with more than 28 per cent of the total, but we must also note that almost half of the group is made up of school teachers and college professors— neither of whom are noted for their economic standing.

Many startling things are found in the study. One of the students had an inde-

*Albuquerque, N. Mex.



Stanley Sitta, Cicero, Ill., wins two merit awards from Morton High School, and top prize in state science exhibit at Benton, Ill., with a working model of Martin Hall's original reduction cell which actually produces aluminum.
— Reynolds Metals Company Photograph

pendent income through inheritance. Five of the students were entirely self-supporting — two supported a family as well as themselves. Many of the students made substantial contributions towards their support. One student was a ward of the court sent to us from a welfare home. One came to us after running away from home and changing his name. The children of six saloon proprietors shared *A* ratings with the children of three ministers.

What conclusions can be drawn from such a tabulation? It is certainly apparent that intelligence and the will to use it are in no way monopolized by any economic or social group. It is equally apparent that a very heterogeneous group of students attend high school and make good at it. We can also infer that these students could make the grade in the trades and professions which require a college education.

### These Succeeded in Their Professions

I follow the students after they leave high school, and keep fair track of their successes and failures in the years which follow. I know a lot about what has happened to the students listed here. The seamstress's boy earned two degrees in engineering, made a National Scholastic honor society, became a captain in the army and is now a professor in a university. The bus driver's boy has been practicing as an M.D. for several years. The school teacher's boy is the psychiatrist in a large city clinic. The brakeman's son and the bartender's son finished their M.D.'s last spring. The clerk's son took a Ph.D. in physics, became a research worker for General Electric Company and is a national authority in his field. The barber's boy was graduated in mathematics and became a research worker for Westinghouse. The housemaid's boy has been admitted to practice before the Supreme Court; the nurse's son is the editor of a newspaper. The pawnbroker's son is now "knocking out" an M.D. after having been a colonel in the army.

I mention only a few and do so only to point out that these students have *what it takes*. They will hack out a sizable niche for themselves in spite of all difficulties. I mention the ones who have taken advanced college degrees, especially, because this is a trial by fire for the person who must earn his living as he goes.

But there are more conclusions which I must draw. Not all of these boys and girls go on to get an education geared to their capacity. A number of them must fall by the wayside under a burden too great for them to carry. Often they must compromise on lesser goals which show a quick return in wages. By this elimination we have gained some good tradesmen but we have deprived the nation of some first rate professional men. Our chief natural resource is our people and it is poor economy to deny an advanced education to many people who can really handle it. I believe one of the very best government *investments* would be a subsidy for *real* students. I would like to see the time, and soon, when the only limitation on a person's chance for an education would be his ability and willingness to do the work. Some nations much poorer than ours are using plans of this sort and our country, rich as it is, cannot afford to pass up this chance to invest in its own future.

### Scholarships the Great Need

Certain schools and colleges do offer a few scholarships to deserving students. This is a step in the right direction, but only a small step. The scholarships are usually such small sums that they do nothing more than make the down payment on a course that the student cannot afford. A year ago my two best students did not enter any of the scholarship contests because there was not a scholarship in the United States which they could have afforded to win! One of the students, a salesman's son, figures that he can stay at home, work here and go to the local university at the same time. There is not a scholarship in the nation that he could afford to take. The other boy, a plumber's son, can work week ends as a plumber's helper and can make out on a college course if he stays at home. Away from home the finer scholarships would not pay his expenses.

These two students will get through. They probably will not be able to get as far as they would like to, but they will make out somehow. But how about the smart boys and girls who live out in the communities which do not have a college or university? Most colleges are located in small cities where the available work is limited. The real student can see the vision afar off but the vision is across a chasm which he cannot cross.

The professional men in the small community may be able to send their sons and daughters to the college away from home. These young people can be sent whether they have the ability and willingness or not. In the modern universities there are many such young "brickbats" taking on an expensive polish while many deserving "diamonds" are still back on the farm, doomed to stay there, through lack of opportunity.

If a young man is a good football player the educational institutions will seek him out and offer him a living wage. There is no such opportunity for the student who excels in physics or algebra. He will be offered a "scholarship" of fifty dollars per year and his tuition will be waived. Where is our sense of values anyhow? How about an educational movement to pay some attention to the student? I venture to say that the nation's survival in the next twenty years will depend on how efficiently we handle the students *who really have what it takes*. Technically trained men have pulled the last two wars out of the fire for us, but the fight is getting tougher all the time and we will not have time to train new men *after* the next war starts!

### The Way of Ancient Rome?

Once upon a time great and powerful Rome neglected its worthy young citizens and subsidized its gladiatorial combats in-

(Concluded on page 66)



The little white schoolhouse, Adak Island, Alaska, with the Bering Sea and snow covered volcanic island peaks in the background.

# Farthest West American School

*Sgt. Robert E. Boyle*[1]

The farthest west American school is located on the Island of Adak, in the Aleutian Chain. It occupies a site overlooking Bering Sea, and from its playground snow-capped volcanoes are visible in all directions. There is very little sunlight and the long winters are extremely cold and severe.

During the war period the building which houses the children was the original army headquarters. In 1946 the conversion from the headquarters office building to a schoolhouse took place. The school itself is nearly three years old. The building itself provides ample classroom space for eight grades and for a kindergarten class. The latter was opened in September, 1948.

The conversion was made by the combined efforts of the army and navy personnel stationed on the Island at the time. In addition to the classrooms, the building contains a recreation hall, which serves also for community gatherings, a lunchroom with kitchen, an all-purpose playroom, a principal's office, a library, the necessary toilet rooms, and teachers' rest rooms.

The enrollment consists of the dependent



The seventh and eighth grade class occupy a bright, cheerful room.

[1]Mitt Lake Ionosphere Sta., N.O.B., Adak, Alaska.




The first and second grades occupy a single classroom.

children of the army, navy, and civilian personnel located on the Island. At the time of writing, the total enrollment for the first eight grades is 75 children, and the kindergarten 35. The school has representatives from nearly every state in the Union and from the mainland of Alaska and the Island of Hawaii. There is a constant turnover among the children because the service personnel is changing. As soon as a tour of duty is terminated new students come to the Island to replace those who have left, and the teachers are consequently challenged in grading the children and in adjusting their instructional methods so that there is the least loss of time.

The school offers the usual studies. Two classes are located in each of the four classrooms, but the kindergarten is used for morning sessions only.

The kindergarten was formed upon the insistence of the very active parent-teacher association connected with the school. The parents themselves provided the furnishings for the room and did an excellent job. The room includes the most up-to-date type of furniture, lockers, and play apparatus.

The parent-teacher association holds meetings on the first Monday of each month. It is affiliated with the National Parent-Teacher Association.

The teaching staff includes instructors who are fully certified by the Alaska Territorial Department of Education at Juneau. The teachers for the 1948–49 term were as follows: Mrs. Phyllis Smith, Shelby, Iowa; Mrs. Kathleen Thompson, Yome, Wash.; Miss Rosemary Doerr, Flint, Mich.; Miss Mary Elizabeth Griffin, Geneseo, N. Y.; and Miss Marguerite McDermitt, Uniontown, Pa. The last mentioned assumed the duties of principal in February, 1949.

The school is conducted during a regular 180-day school term. The credits received are acceptable in any state of the United States.

The school has a splendid plan of extra-curricular activities for the children. The physical education is carried on in the army gymnasium, named Tundarena, which is well equipped with apparatus and the necessary articles for basketball and other games and athletic play. Army buses provide transportation for the children who must come from afar.




The buses which transport the children belong to the Air Corps and the Navy and serve also as Post buses.



The happy kindergarten group turns from its table to pose for its picture.

Among the organizations which have been formed in the school are the Boy Scouts, the Girls Scouts, the Brownies, and a Teen-age Club. The last mentioned is extremely active; it holds weekly dances, roller skating, and dancing parties. Every Saturday morning the club provides a Teen-age Radio Production over the Island's AFRS affiliate, WXLB.

The school is directed by a board of education, appointed by the General of the Island Army Air Base and the Commanding Officer of the Naval Station. The board which consists of seven men, carries on the activities typical of American urban boards of education.

One Reason —

# Why Superintendents Grow Prematurely Gray

*Kiah Evans*[1]

This story is about a school board and a superintendent of schools in a small Missouri town. The time is World War II period. The incidents are true but the names of men and places are fictional.

At the time, the writer was being initiated into the profession of school administration, to the tune of $2,200 per year. While a state supervisor of elementary education was making his annual inspection of our school we were talking casually. Near the close of his inspection the supervisor mentioned a superintendency which would be open the next year.

"How much do they pay?" I asked.

"They are paying $3,200 this year," he replied.

Immediately my blood pressure rose at the thought of getting an increase of $1,000 in salary.

"Where is the place?" I inquired.

"It is Boardtown up in the Ozarks," he said.

"Just what sort of a place is Boardtown?"

"Not any worse than this one," he remarked.

"I'd like to see the school," I told him.

As he closed his brief case I thanked him for the compliments he had given our teachers, the suggestions for general improvements, and last but not least, for the information regarding a better paying job.

After the supervisor left I picked up the telephone and called the superintendent at Boardtown. This individual assured me the position would be open because he was going into business. I made arrangements to meet him the following Saturday and see the school.

## Boardtown and Its School

Boardtown is a rambling two-street town, located on a main-line railroad, with a blacktop highway intersecting the business and residential sections. The chief source of income is the timber industry. There are the traditional general merchandise stores, a drugstore, a hotel and restaurant, the post office, and several filling stations. Entering the town, these establishments catch the eye because they are the center of activity on Saturday.

I was amazed at the size and outside beauty of the school building, which was the result of WPA effort and toil. The superintendent unlocked the door and proceeded to show me around the building. Indoors, the building did not correspond to the outside, due to the drabness of the corridor and the condition of the equipment. Shades were ripped and frazzled; much of the furniture was outmoded and ready for replacement. The general impression was soon forgotten in the room, the door of which supported a fancy sign which read *"Superintendent's Office."*

[1]Columbia, Mo.

The equipment of the office was modern and complete. In fact, I imagine that the superintendent who was responsible for acquiring the building had used a college text as a guide to equipping the office. Who would not like a school which offered so complete an office for the superintendent and with the added thought of a $1,000 raise!

Seated in the comfortable office chairs the retiring superintendent and I discussed the Boardtown school at random. He mentioned the defects of the school, the undesirable socioeconomic features of the community, and the illegal attitudes of the board — only as one leaving the profession feels free to express himself. But like one blinded by love I discounted his words of caution and wisdom and looked to hopeful possibilities for Boardtown.

After returning home, I described the new school to my wife. With her approval I arranged a meeting with the Boardtown school board on a date to be set by the president.

## I am Questioned and I Ask Some Questions

The next Friday afternoon an eager superintendent was getting ready for an important meeting. My best suit, with appropriate accessories, was laid out by the wife. After carefully removing the five o'clock shadow, dressing was completed with the care of one preparing for a wedding or a similar solemn occasion. (The car too was looking its best.)

I arrived in Boardtown at the appointed hour. Several board members were already at the school. I was eyed with careful scrutiny by each man while being introduced by the president.

Upon arrival of the proverbial late member, the meeting was called to order. The usual formality of reading the minutes was omitted, and the president explained the purpose of the meeting. The members were to ask such questions as they deemed essential to determine the fitness of the candidate for the position.

"Do you smoke?" queried President Winn.

"Yes, but not during school hours."

"Which church do you go to?" asked Mr. Highpocket.

"I was reared a Missionary Baptist."

"Do you fish on Sunday?" asked Mr. Skinflint.

"I seldom have time to fish at all."

"How much do you get where ye're teachin' this year?" inquired Mr. Grumble.

"I get $2,200, and five cents a mile for the use of my car on school business."

## The Bother of Buying

There was a slight lull in the proceedings and I mustered the courage to ask the board a few questions.

"Does the board have a set of Rules and Regulations which serve as a working plan for the board?"

President Winn said "No we ain't."

"Would you consider the possibility of adopting a set of Rules and Regulations?"

"Yes, we would if the superintendent thought it necessary," replied Mr. Winn.

"How do you purchase supplies for the school?"

"We let the superintendent buy the books and office supplies and present the bills to the board. We let different filling stations in town take turns at furnishing gas for the buses," explained the president.

"How do you operate the hot lunches?"

"The Ladies Aid Society takes care of that; they have run them for years."

"How does the Ladies Aid Society buy food for the lunches?"

"Oh, they git it just wherever it comes handy. They run that; you won't have to be bothered with the buying," President Winn assured me.

## The Wanted Teachers

"How many teachers do you expect to be able to keep next year?"

There was some hesitancy before anyone attempted to answer. All eyes were centered on the president and he cleared his throat a time or two before replying.

"Waal, we don't know for shore yit. The ones we want to come back want too much money. The others don't fit into our town."

"Miss Modern was seen one Sunday running around her house with slacks on," Mr. Grumble explained.

"And Miss Romantic goes to the show on Sunday," added Mr. Skinflint.

Remarks continued about the teachers' personal lives, too numerous to mention. Finally, the president changed the subject by suggesting perhaps it would be best to leave the new superintendent to investigate, and work out his own solution to the teacher problem.

"What is the condition of the school buses?"

"They all need to have a complete overhaul on the motors, or we ort to buy new ones if possible," answered Clerk Highpocket.

"Have you made any provision for the repair of the inside of the building during the summer?"

"No, we ain't yit. It's been built ten years and ain't needed no repair yit. I guess it could stand a little paint in the places where the plaster fell last winter," said Mr. Highpocket.

"Don't you think some of the rooms should have the plaster repaired?"

## If We Had the Money

"Yeow, if we had the money. In fact, several things ort to be done if we jist had

the money to git 'em done," replied Mr. Grumble.

"What are some of the things which you consider that need immediate attention?"

"We need a roof on the gym," said Mr. White.

"And the bus needs repair," continued Mr. Wright.

"And the furnace has got some leaks that need welding," rejoined Mr. Highpocket.

"From the looks of these shades in this study hall they need sumpin," added Mr. Skinflint.

"Of course there are other things that need to be done if we had the money," replied President Winn.

"How much money will you have in the Building Fund at the end of this school year?"

"About $500," retorted Mr. Miser.

"How much will you have left in the Incidental fund?"

"We will be in the red, as usual," weakly replied Mr. Highpocket.

"What is the school tax levy here?"

"We voted to raise it 25 cents and that makes $1.25. That is all the people will stand for; they think their school tax is too much now," said Mr. Highpocket.

"What is the board's attitude toward having money-making activities at the school during the school year?"

"What do you mean," inquired Mr. Grumble.

"I mean activities sponsored by the teachers, students, and community groups. Activities which could bring in some money might be a school carnival, hillbilly shows, pie suppers, etc. By sponsoring such activities at Graytown this year we cleared around $700, and we have a much smaller community to draw crowds from than you have."

"That sounds O.K. to me. Anything to make money is what we need here. We used to have things like that here at the school — that is, before the war we did — when we had Mr. Gogetter for superintendent. But he left and went to a bigger school for more money," explained President Winn.

(It was later learned that since Mr. Gogetter left, Boardtown had had four superintendents in four years.)

### Fifteen Minutes of Suspense

Someone requested a cigaret. This apparently was the break they were all anticipating nervously. While they were lighting up the president said, "Waal Mr. Evans, unless you've got some more questions, that is all the board has to say for the time being. So if you will leave the room we will discuss yore application further."

I left the room wondering what might be the outcome. I wondered even more what the nature of their remarks in my absence might be. I had time to think it over because they were in closed session for about 15 minutes. I glanced at my watch several times and wished they would finish. I had a hundred miles to drive after the meeting. While I reviewed the answers I had made to their questions, and doubted whether I had asked the pertinent questions, the door squeaked open and the clerk invited me in. As I walked down to my seat I was aware of 16 eyes glued on every step. After I sat down the president spoke in a slow, deliberate Ozark dialect.

"Waal, Mr. Evans, the board has considered yore application and has decided to hire you for $2,700. What is yore decision?"

Knowing I was being offered a raise at my home school gave me courage to reply in a tone of conviction. "Gentlemen, I appreciate your consideration of my application for the position here. Apparently, there has been some misunderstanding. I was interested in the job here *only* at the salary you paid this year. If you are looking for a $2,700 man I'm sure you can find one. I do not take a job merely to earn my salary. I take a job knowing I will do more than I'm paid for. If you want a superintendent such as this I'd like to be reconsidered; if you do not, the case is closed as far as I'm concerned."

This speech froze the atmosphere. All was quiet a few seconds, which seemed eternity. Finally, the president asked the wishes of the board. Mr. White said: "Let's have the candidate leave the room again." I left, wondering if it were worth the effort.

The board was in session for only a few moments before the door opened a bit more vigorously than before. The clerk repeated his invitation to come in. This time all eyes were less fixed on me than before. I thought my cause was lost.

"Mr. Evans, the board has reconsidered yore application and has unanimously agreed to hire you for $3,200 for the nine-month term. What is yore reaction?" asked the president. It was agreed that another meeting be called in the near future. I signed the contract and drove home.

Two weeks passed before I received a card notifying me that the board was having a called meeting on Friday night and my presence was requested. At 8 p.m., I was there. So were five board members. Mr. White was out of town on business. There was no call for old business, but new business was on the agenda.

### A Raise for the Teachers

"We have heard from all teachers who were offered a contract, at the same salary paid this year, and only one accepted. Do you have anything to suggest to solve the teacher problem, Mr. Evans?" asked President Winn.

"Perhaps, if the board will consider a 20 per cent salary increase. It is my understanding that you have a $2,500 surplus in the Teacher's Fund, and if other schools around you are offering a salary increase of 20 per cent or more, it seems to me that you will be forced to do likewise."

"Waal, fellers, I don't know what you think about it, but I'm not in favor of paying teachers any more than we are paying them now. They work only six hours a day and they don't do much work then. I work from 12 to 14 hours in my store and after expenses are paid I don't make as much money as they are gitting now. How many of you have had a salary increase this year?" Mr. Grumble expostulated.

There followed a rambling discussion but eventually the superintendent was authorized to hire teachers with a 20 per cent increase. (This did not alter the fact the Boardtown had had almost a complete turnover in teachers for three years in succession.)

The next business was to elect two bus drivers. Each applicant's name was proposed and methodically eliminated as though according to plan. The last two names were those of sons of board members. They were elected. Apparently, there had been a caucus on the selection of candidates. To avoid being accused of nepotism the father of each boy voted against his own son while the other four members voted for him.

### A Saving Proposed — and Tabled!

Next, we considered the procedure to be followed in supplying the buses with gasoline next year. There were four filling stations in town and the board's past policy had been to allow each to rotate, servicing the school buses monthly. The two issues were: Should each station charge the same price for their gasoline and oil; and which station should be the first to service the buses the next September. (Whoever got the buses the first month would be one month ahead at the end of the year.) Two board members owned a filling station each. Two other stations were owned by relatives of other board members. To say the least, it was an involved affair.

The reader could not imagine the situation without a review of some remarks at the board meeting. President Winn said: "Fellers, the superintendent has recommended that we should all charge the same price for gas and oil we put in the school buses. What do you think about this?"

"I think that is a good idea," replied Wright, who does not own a station.

"I don't know about that," said Highpocket, who owns a station. "I can't buy in tank car lots like Mr. Winn can; therefore, I have to charge more to make as much as he makes on each gallon."

Mr. Grumble added: "I've got seven kids in school and've got to make a living for them, three more at home, my wife and myself. I don't see how I could sell for the same price Winn sells his gas at."

"What's wrong with the way we're doing it now?" We've been doing this way for years and I ain't heared no complaints," retorted Skinflint who is a brother-in-law to Grumble.

"Gentlemen, you have admitted the need for more money to make repairs and improvements. By charging a uniform price for the gasoline used in the buses and allowing the school the same discount which you allow other trucks, you could save about $40 a month. This would save the school about $360 a year. With $360 you could repair bus sheds or buy several badly needed window shades. What would you think of the idea of offering the school's gas and oil business to the lowest bidder in town, or set up a tank at school and eliminate all profits?"

(Concluded on page 65)

For Educational Service —

# The Planning of the Group Instructional Unit

*R. Gommel Roessner*

(*Concluded from July*)

### The Gymnasium and Auditorium Combination

During the past ten years there has been a growing tendency to claim exceptional advantages for the combination auditorium-gymnasium. One would consider this multi-use room an ideal economic solution to the costly problem of erecting separate structures for physical education and assembly purposes. However, upon closer analysis, glaring weaknesses are evident in the combination room, of which a few are the failure of acoustics, lighting, seating, and general administration.

The combination gymnasium-auditorium designed with the stage to serve as the gymnasium proper is not as economical as it may appear at first glance. Since the width of the stage opening must be the length of a regulation basketball court, the proscenium is much too wide for ordinary stage purposes. In this particular design there is a considerable amount of labor and a source of friction in preparing the area for stage presentations. There is an equal amount of work and friction in the conversion and preparation for athletic contests or physical education classwork. The storage of scenery and stage drops and the frequent use of the gymnasium floor for stage presentations add to the general cost of the maintenance and care of the school plant. The large amount of glass area necessary in a gymnasium results in very inadequate acoustics for the auditorium proper.

Where a combination area must be employed for economic reasons, then, and only then, is it advisable to plan this area with the stage running across one narrow end of the gymnasium? This design permits the undisturbed use of the stage for auditorium functions and of the permanent bleachers as general seating area. A disadvantage of this type of room is in the poor acoustics that result from the elongated proportions of the area for general auditorium use. Secondly, movable chairs must be erected on the floor each time when assemblies or other school functions are in order. For ease in handling, the chairs may be stored under the stage area on rollers or low movable skids.

## THE SHOP AREA

The shop area of a modern school plant may vary in size and completeness from a single room in a small elementary school to a complex series of integrated units in a large industrial education plant. In the present paper, the shop as found in the general high school of approximately one thousand students, will be discussed.

The teaching and learning activities in this include (*a*) planning and design (*b*) the study of materials and tools, and (*c*) actual work in the making of articles of wood, metal, paper, clay, plastics, etc. Where the shop courses are limited to the industrial-arts type work, with purely educational and exploratory objectives, the subjects studied provide experiences with tools and materials commonly used in personal and home life and in most occupations — woodworking, cold metal work, printing, plastic materials, auto mechanics, and simple machine work. The courses are determined to a certain extent by the geographic location of the school and by the needs of the children in rural and industrial areas respectively. The rural high school naturally provides activities related to the skills needed in the farm shop; the urban school has a tendency to lean to the local industrial employments. Where vocational departments leading to the trades are a part of the school courses the shopwork is determined almost entirely by the factory- and building-trades needs of the area and by such widespread occupations as automobile repair, machine-shop work, etc.

*Location.* The shops are considered the noisy area of the school plant, and for that reason, they must be planned as an isolated wing separated so far as possible from the academic rooms of the school. However, like the other group activity areas the shop area is very often used for evening classes by the adults of the community. This fact must be taken into account when the entrances are planned and the parking areas are located. The parking area and drive may serve a dual purpose in providing a service road. A concrete paved space adjoining one of the shop entrances may well serve as outside work space for handling larger pieces such as farm and automotive equipment.

*The Planning and Designing Area.* This area which is most commonly the drafting room, is devoted to the design and creation of new forms and shapes of articles to be constructed for meeting man's personal and social needs. Every article which a shop student makes must originate in the student's mind and must progress through the stages of rough sketches expressing the ideas to complete drawings that materialize through construction in some article used in present-day life.

It is necessary to make the drafting room as quiet as possible. Therefore, it is recommended that the partitions be of sound-proof material; that the ceiling be treated with an acoustic board or tiles. This room serves not only for planning and drawing, but also as a lecture room for the general study of shop mathematics, materials, and related subjects. North light should be provided for this area and artificial illumination must approach 30 foot-candles. The floor area required for this type of activity is approximately 30 square feet per student.

### The Woodworking Area

The most difficult problem of a woodworking shop is the location and placement of the operative equipment in order to assure maximum efficiency, natural flow of work, and minimum risk in operation. Considerable aisle space must be provided, and all danger areas must be clearly marked with a vivid color. In order to secure ease of operation, an average of 50 to 80 square feet of floor space must be provided per student, and a minimum of 20 foot-candles of illumination should be installed. The stock of lumber should be placed on movable shelving, readily accessible to the machinery and in close proximity to the overhead doors for delivery service.

### Machine, Sheet Metal, and Welding

Considerable thought must be given to the metal-working shop, where machine-shop practice, sheet-metal work, and welding or casting are included. The size of the machines and the precautions necessary for safety in the machine-shop area require approximately 75 square feet per student, while the sheet-metal and welding departments require approximately 60 square feet per pupil. The artificial illumination of the metal shops should not be less than 20 foot-candles, and in the case of very minute machine tooling and lathe work 30 foot-candles are required.

The construction and finish of this area should closely resemble that of a typical industrial shop, with exposed truss work, brick or concrete block walls, fireproof roofing.

### Graphic Arts

The print shop must provide space for (1) design, or in printer's language, layout, (2) composition, and (3) presswork. Some space may be given to pamphlet binding. With careful layout a satisfactory printing department can be arranged for classes of

25 to 30 students with a floor area of 55 to 63 square feet per student.

The artificial illumination necessary for this area varies in respect to the equipment and operations involved. For example, the presswork area requires 20 foot-candles, while the composition department necessitates 25 to 30 foot-candles.

For quiet operation, the press equipment may be placed on a wooden pad set on a felt cushion, or on a lead pad.

*The Office and Toolroom.* The area assigned to the teacher's office and toolroom must be centrally located for the efficient administration of the department. These two units resemble closely the office of the shop foreman and the tools-and-parts crib of an industrial shop.

*The Locker Rooms.* A locker and wash-up room must be provided in connection with the industrial-arts department. The floor of this area is to be of terrazzo, while the wainscoting should be glazed brick or another washable material. Individual lockers are necessary for this department.

*The Vocational Shops.* The vocational shop department is one of the most important areas of the large, comprehensive school plant in an urban community. Its planning is beyond the purpose of this paper. The industrial-arts shops described above are in a sense the vestibule to the vocational shops where boys are trained in the elements of the several major trades.

### Training for the Home Area

The home-economics department of the present day high school has broadened in scope and function far beyond the early cooking and sewing classes of the past century. The laboratories for teaching (1) the selection, preparation, and serving of foods, (2) the selection and making of clothing, and (3) the arrangement and management of the house (shelter) go far beyond teaching the simple knowledges and skills in these areas.

*Foods.* The laboratory for the teaching of dietetics and preparation of food into well-balanced diets has been found to operate most satisfactorily when arranged in complete kitchen units for groups of four girls each. These units provide a stove, table work space, and a sink, and units are separated by low walls 4 ft. to 4 ft. 6 in. in height. The arrangement allows the teacher to see all the students and to readily give class or individual instruction and help. The stoves and equipment are similar to those found in modern homes.

*Sewing.* Not many years ago sewing was considered the only course necessary in the home-economics department. Today, however, the student of garment making must be firmly grounded in a group of related subjects of which a few are fabrics, fashion designing, color, patternmaking. These supplement the basic instruction in sewing besides the training in laundering and cleaning dresses, etc.

Northern exposure is recommended for at least the sewing room of the home-economics department. Lighting must be especially good in the sewing room — as much as 60 foot-candles are needed for fine work. The cooking laboratory is amply lighted with 25 to 30 foot-candles of the incandescent type.

*Shelter.* Under the head of "shelter" the student is introduced into the management of the home, the care of the house and its equipment, general consumer skills, home nursing, and general family health control. These subjects are most effectively taught in the realistic surroundings of a model home suite — a bedroom, living room, dining room, and bath. In such an area, knowledge conveyed in lectures can readily be put into practice, thus facilitating "learning by doing." The more these areas resemble good home environment the more benefit will derive from the instruction.

The home-economics area is similar to the other group instructional units of the school plant in that an adult public is interested to take advantage of these facilities. Therefore, it is advisable that ready access be provided for the adult evening classes. For the latter groups driveway and parking facilities must be considered in the general school design. The delivery of provisions and the disposal of refuse must not be forgotten in the planning.

Citizens of the community have a fine opportunity to supplement their education through refresher courses and original instruction in night classes. Schools designed with these ideas in mind will help promote the advancement of the community through education.

## THE ALL-PURPOSE ROOM

In recent years a new unit of the school plant termed the "all-purpose room" has been brought into prominence. The name quite explains the uses and the reason for its introduction into smaller school buildings. In size, shape, finish and equipment, the all-purpose room varies according to the needs and the program of the school.

In small rural schools it frequently is a bare, square room, as large as one and one-half or two classrooms, and used for indoor play, school assemblies, lunch purposes, and adult gatherings. It may or may not be fitted with a stage and movable seating and will require a kitchen and other service rooms adjoining.

In large schools, the all-purpose room more frequently takes the form of a miniature auditorium, fitted with a stage and seating for 50 to 100 persons. A folding partition may separate the area into two classroom units so that it may be used with single class groups for audio-visual work, speech, music instruction, etc. The entire area is widely used for public forums, parent-teacher groups, faculty meetings, and a host of other student and adult functions.

*Location.* The location of this area with respect to the entire school plant is of prime importance for reasons of its utilitarian purposes. Students, as well as the general public, must have the same ease of ingress and egress. It is advisable generally to place the area adjacent to the auditorium lobby and near the center of the school plant proper. This area is best designed similar to a small auditorium or little theater, with provisions for a small stage, and a minimum of stage accessories. The general public of the community will use this area to a great extent; therefore, toilet facilities must be provided adjacent. Finally, it is advisable to remember that on some occasions it will be desirable to serve refreshments so that access between the all-purpose room and the school kitchens should be rather easy.

*Acoustics and Furniture.* The diverse demands upon this room require that the acoustics be of good quality. It is recommended that the ceiling, and in some cases, portions of the walls be treated with an acoustic board or paneling. Likewise, lightproof drapes are to be installed over the windows for darkening the room; these will materially aid the acoustics of the area.

The furniture recommended for this room is single collapsible chairs which may be arranged in a variety of ways and may be readily stored. Ample electric outlets are to be provided for the stage, as well as the seating area.

The diverse functions and possibilities that this area may be converted into have proved it to be the most used and by far the most popular area in the modern educational institution.

## SCHOOL BUILDING NEWS

► Stoneham, Mass. Two special committees on educational planning are working with Supt. Charles E. Narney and the board of education on preliminary plans for new school buildings. It is expected that an eight-room, one-story elementary school will be completed ready for occupancy in 1950. A new high school building with accommodations for 750 students, will be occupied in September, 1951.

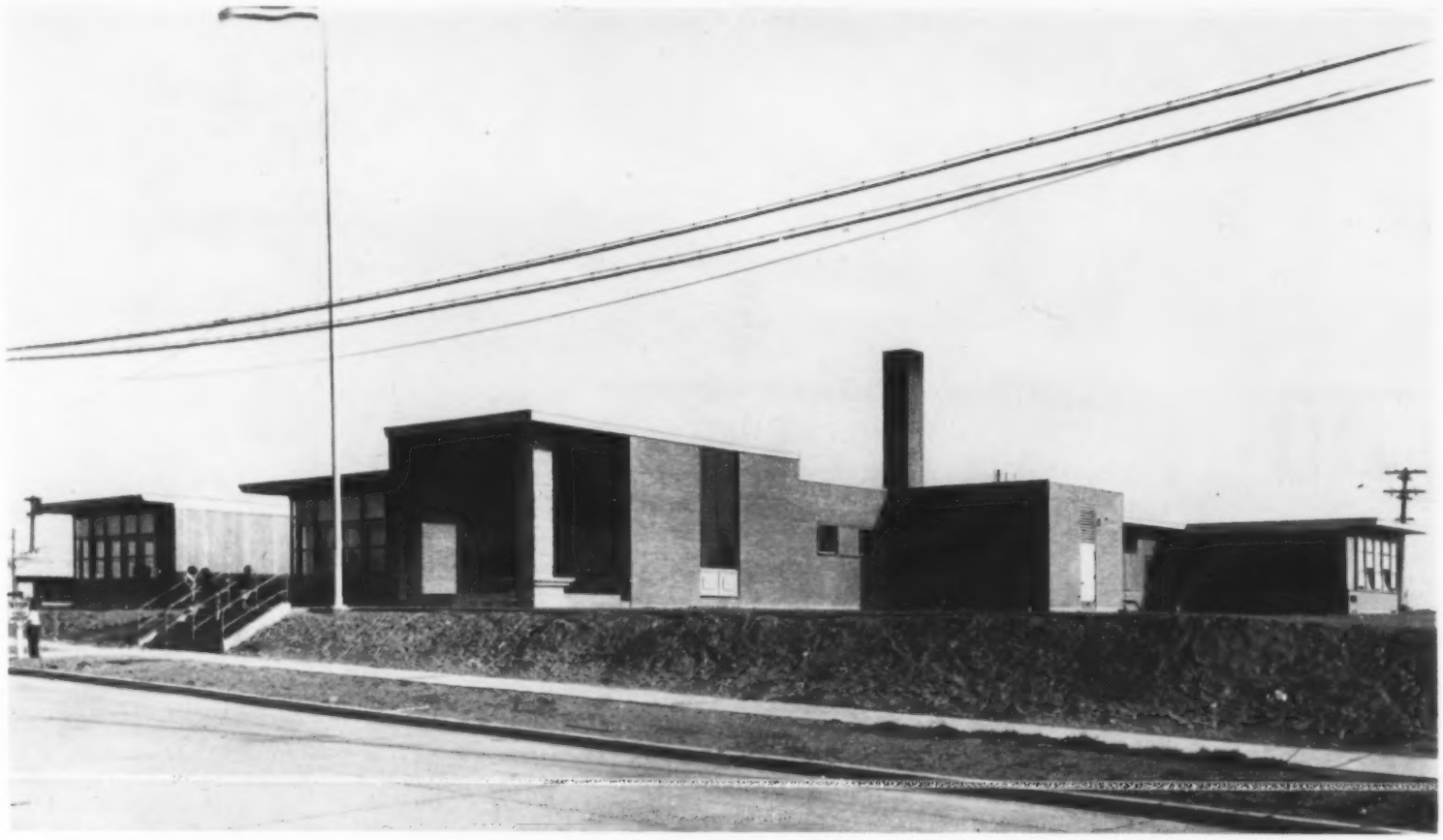
The plans are the result of a comprehensive survey of school building needs, made by a lay committee appointed in 1948. The study indicated that the elementary school enrollment would increase from 953 in 1948–49 to 1425 in 1955, and the junior-senior enrollment from 750 in 1948 to 1260 in 1955–56.

► Northfield, Minn. The board of education has begun the erection of a new elementary school, to contain eight classrooms, a gymnasium, a lunchroom, a library, and a community room. The building will be completed in September, 1950, at a cost of $380,000.

► Tyler, Tex. The board of education has begun plans for a $1,500,000 school building program, to be submitted to the residents in a bond election in September. The program calls for the erection of five elementary schools, a high school, and a vocational shop building.

► Beatrice, Neb. The voters have approved a school-bond issue of $1,084,000 for a new high school building.

► West Baton Rouge, La. The voters have approved a bond issue of $750,000 for a school-building program. The program calls for a new high school, an elementary school, a lunchroom, a shop building, and repairs to other schools.



Street View of the Briarcliff Primary School, Seattle, Washington. — George Wellington Stoddard & Associates, Architects and Engineers, Seattle, Washington.

A Genuine Advance —

# Seattle's Transportable Schools

*Francis E. Huggard, A.I.A.**

Seattle's problem of providing immediately adequate primary schoolhousing on a large scale but for a temporary period only is being met by building to "move the mountain to Mohamet." A new type of school unit, the transportable classroom, has been developed.

A city that has burst its home building bounds with many mushroomed subdivisions has an abnormal school population in certain areas. The new subdivisions are housing primarily young parents with small children, having a potential for an enormous school load in and over the next few years. As the children mature, however, the parents will, for the most part, remain; and these districts will, in an all-too-soon foreseeable period of time, be practically childless at the primary school level.

The children from these new districts will, of course, continue in intermediate school. It is the administrative philosophy here, however, that the intermediate school may be a larger, more complicated institution and may be situated at a distance from some pupils' homes more than the maximum six blocks desired for primary youngsters. Primary schools are also preferably smaller so as not to awe the small

*Member of the firm of George Wellington Stoddard and Associates, Architects and Engineers, Seattle 9, Wash.

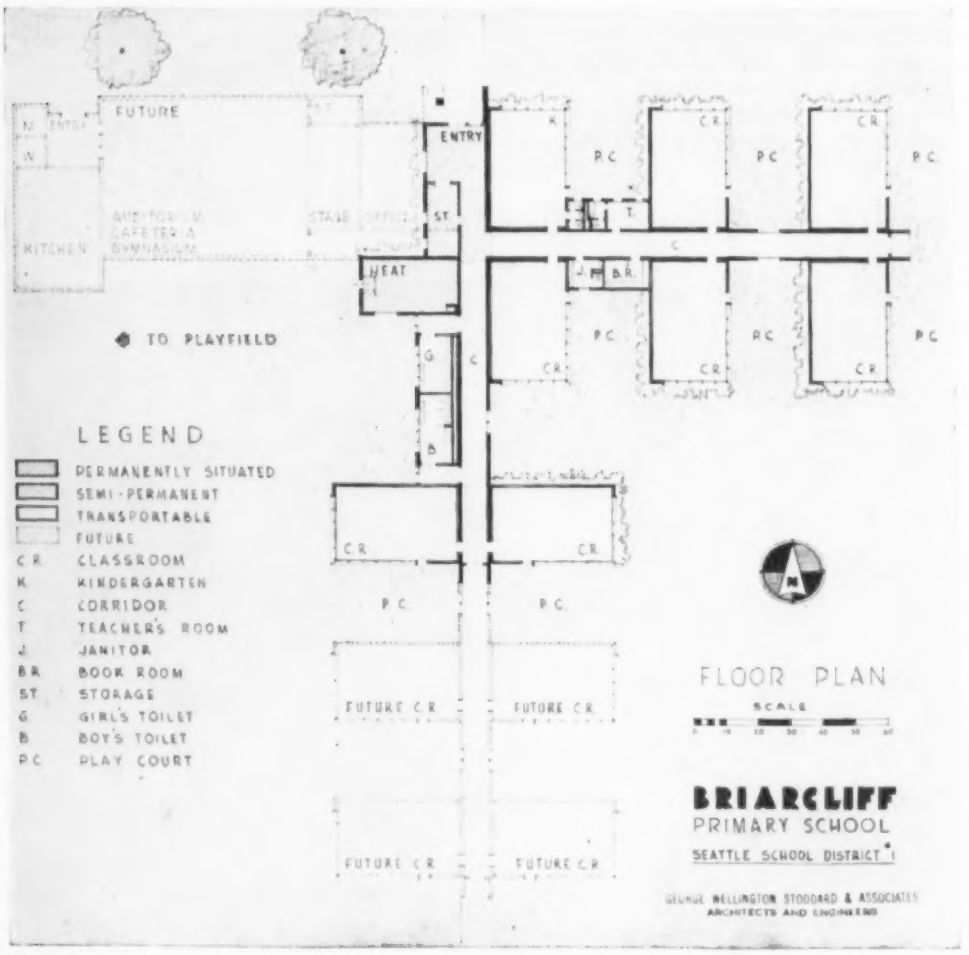


A typical classroom in the Briarcliff School showing the movable furniture, the unit ventilator, acoustic ceiling, and direct indirect lighting units.



The Briarcliff Primary School as seen from the playground. The generous roof overhang protects the classrooms from the direct sunlight.

children. Since the schools for these children of kindergarten to third-grade level should be close to their homes, they will be smaller than the schools intended for higher grades. Administration located in a central intermediate school may care for several primary satellite schools. Primary schools, therefore, need to be relocated more quickly and widely than other schools. But mounting building costs and the transitoriness of the requirement prohibit the erection of conventional school plants which would soon become monumental white elephants after the present surge of population has begun its ebb.




Floor Plan of the Briarcliff Primary School, Seattle, Washington. George Wellington Stoddard & Associates, Architects and Engineers, Seattle. The rooms are so arranged that south and east or west light are obtained in each of the classrooms.

To supply Seattle's needed primary schools, the portable demountable school building, which was originally considered temporary but which has now been in use for some thirty years, was considered but rejected for two reasons: high cost and inadequate facilities. The cost of moving and re-erecting a portable has risen to about $2,000 a unit for making each move. Furthermore, the facilities of the portable do not include all the things desired today:

1. Adequate and modern heating and ventilation
2. Acoustically treated ceilings
3. Colorful, clean floorings
4. Modern acceptable lighting
5. Reasonably fire-safe housing
6. Proper cupboard and cabinet spaces
7. Functional use in the teaching program
8. Acceptable architecture for the community

The problem of providing buildings, economical in today's market and for a limited period on specific sites, was turned over to George W. Stoddard & Associates, one of the firms of architects commissioned to renovate the present buildings and to plan the new permanent structures for the School District. This firm, after carefully analyzing the problem, proposed a unit school which could be readily added to and salvaged, a transportable classroom type of school.

First, each individual classroom was designed on a steel frame base. This frame unit was then developed and stressed in order that



A typical classroom in the Briarcliff Primary School looking toward the working end of the room with bookcases, storage space, and work bench.

the entire unit, 25 feet wide and 39 feet long, could be picked up at four points and moved by a house mover to another location. From a fairly strict city building code spring some of the developments of this "one-room school building." Every classroom is either separated by a fireproof corridor or is located at least 25 feet from its neighbor. This arrangement permits unusual economies in construction not enjoyed by the normal type of school, and provides a play area for each room. Classroom ceilings ten feet in height, acceptable only in a one-room schoolhouse, permit units to be moved without difficulty from low trolley wires or bridge obstructions. In moving, the ceilings are stripped of the acoustical tile board.

To certain privileges of the one-room schoolhouse are added the conveniences of the larger plant. Each classroom has its own exit to its play yard but is united to the whole unit by corridors needed largely for service ducts and means of circulation. Each classroom, heated by a split system, has concealed convectors located behind benches set under windows and around the walls. Adequate ventilation, as well as heat, is provided through univent heaters. Connections for electricity are also made through the corridors. When it is desired to relocate one or more classrooms, services may be disconnected at the central union without any reservicing, and the whole room may be ready for occupancy in another location within one work week.

The basic construction of this type of school is a four-room unit with connecting corridors, boiler room, and toilet rooms with six-classroom capacity. The boiler has an eight classroom capacity, and room is provided for another boiler to handle four more classrooms and an auditorium. There are central facilities of bookroom, combination office and teachers' room, and janitor's closet. The main office and rooms up to 12 in all may be added as needed. Provision is also made for the addition of the combination auditorium, playroom, and cafeteria. This last unit is planned as a community facility which may remain for various uses after the dismantling of the rest of the building.



The Briarcliff Primary School has every appearance of a permanent building. It is planned to landscape the grounds so that the structure will be a welcome addition to a growing residential area.

The exterior appearance of the transportable school is not that of a temporary building but of a permanent structure, and is made to harmonize with the residential area. The first of these buildings was completed for school opening in September; a four-room unit on the Dover school site in West Seattle, and a six-room unit on the Briarcliff site in the rapidly expanding Magnolia District. A third school is under construction.

The exterior walls of the schools are plywood sheathing, insulated throughout with cedar siding above the window sills, and Roman brick at a point below the sills completely around the building and at entrances; window sash are of steel. There is no plaster in the buildings; walls are plasterboard, taped and painted. The diagonal subfloor has plywood floor and asphalt tile covering. The flat roof has built-up roofing with 4-ft. overhang over the windows. Modern amenities such as blackout curtains and bilateral lighting are included.

Because of its permanent-type facilities and appearance, the transportable school is not much cheaper in original cost than the conventional type of school building. It does, however, provide a considerable saving in the long-range school building program through insurance against site obsolescence. As a district grows, schoolrooms may be added to an original four- or six-room unit up to a capacity of 12 or more rooms plus additional facilities. As the school population declines, rooms may be removed and relocated where needed, at half or less of the cost of relocating portables which do not have the conveniences of the up-to-date transportable school. So, today, the permanent schoolhouse may quickly move to where it is needed by the pupils.

The principle of the transportable school was presented at the recent School Plant Planning Workshop in Seattle. A visiting school superintendent then suggested the possibility of the state's owning the classrooms and toilet room buildings, and lending as many as might be required to distressed or temporarily overcrowded districts, the districts to furnish the "backbone" and heating plant for proper connections. The ramifications of such a stockpile potential are far beyond the scope of the original conception of a "transportable school."

Why Not?

# An Association of School Building Operators . . .

*William E. Resch**

The building and equipment of the public school systems of America represent an investment, by the people of the various American communities, of more than seven billion dollars.

To operate and care for this vast array of public property requires the full-time services of many thousands of persons, and the part-time services of many thousands more.

Much has been written — and spoken — on the work of these persons, but in spite of this the duties and responsibilities of their occupation continues to be more or less obscure to the people of the community at large, and to a surprising extent, to the educational staffs of the buildings they operate and service.

Proof of this fact is evidenced by the variety of titles which identifies them in their work. Such terms as janitor, custodian, janitor-engineer, engineer-custodian, etc., indicates a fairly wide range of performance expectations or requirements, for it must be very obvious that the performance expectations of an engineer will be considerably different from the performance expectations of a person having only the qualifications of a janitor.

*William E. Resch, School Engineer, Wisconsin Avenue School, Milwaukee 8, Wis.

### Three Grades of Work

Where does the work of the janitor end and the work of the custodian begin, or the work of the custodian end and the work of the engineer begin?

Actually, there is no line of demarkation as far as school building operation is concerned. The efficient and economical operation of any multi-roomed public school building requires that one person have the responsibility of supervising and directing the performance of the multitude of tasks involved or necessitated, with persons of lesser knowledge or skill assisting within the degree of their capabilities.

This one person has knowledge of all the phases of cleaning procedures related to building sanitation and environmental hygiene; he has knowledge of the principles involved in the heating and ventilating of school buildings for comfortable and efficient educational activity performances; he is familiar with the terminologies and practices of the various building construction crafts and has the degree of skill necessary for minor or emergency performances. And since he cannot escape becoming a part of the environmental background before which boys and girls at their most impressible years are growing into manhood and womanhood, he must have developed or acquired the moral stability and poise necessary to leadership by example.

That he is neither janitor, custodian, nor engineer although possessing elements of each, is obvious. Rather, he is a specialist in school building operation, *a school building operator*.

That these facts are not more generally known and accepted by the public and by the administrative and educational personnel of public school systems is both an indictment of, and a challenge to, those persons who are engaged in the occupation of operating school buildings.

For many years organizations of school system nonteaching employees have existed in various sections of the country and have been very effective in securing such job-connected benefits as, pensions, tenure, etc. Persons or groups so associated, however, tend to lose their occupational identity and, therefore, their incentive to establish occupational standards and concepts.

### A Needed National Organization

A movement has originated and is now taking shape to set up a national association of school building operators. There are definite indications that membership for such an association will emerge from the three levels of greatest interest; namely, the supervisory level, the training level, and the performance or operating level, with the last mentioned predominating and consisting of persons who have become outstanding in school building operation in their local communities.

It is the belief of the group giving impetus to this movement that such an association could and would concern itself with all matters that are in any way related to adequate and approved public school building operation. Specifically the immediate objectives might become consideration of ways and means for the standardization of training methods and requirements, and the formulation of a code of acceptable practices and procedures. It is the firm conviction of this group that school systems can have the type of building service that they are willing to train and pay for. Where inferior service is rendered the fault will most frequently lie in the selection and training methods that prevail.

The organization plan of this group contemplates the formation of units within areas of local communication, these local units to become affiliated with a sectional group comprising one or more states, the sectional group in turn to be affiliated with the parent national association.

This plan seems to provide the necessary flexibility and elasticity to permit persons having membership in other organizations to retain such membership and at the same time provide the necessary liaison between all interested groups in all sections of the country.

Certainly an organization made up of individuals of the type referred to must as a natural consequence evolve standards of school building operation and service consistent with the enormous investment such buildings represent.




The attractive entrance of the Washington Elementary School, Sunnyside, Washington. Walter H. Rothe, A.I.A., architect, Yakima, Washington. The classrooms facing south have a permanent wood ledge to permit of the free entry of light without direct sun.

# Washington School Has Many Special Features

*Marie Copeland*

Flexibility is the keynote of the new Washington Elementary School at Sunnyside, Wash.

Space for teaching and space for democratic living were the essentials sought in planning this $656,000 structure. Designed by Walter H. Rothe, A.I.A., Yakima, Wash., architect, it is said to be the most modern and attractive grade school in the state of Washington.

Situated in the heart of the richly productive Yakima valley, Sunnyside school district is but 35 miles from the Atomic Energy Works at Richland. Some 400 families whose heads commute daily to work at the Atomic plant have helped swell the rapidly mushrooming population. Schools designed to handle 1200 pupils in 1944 saw enrollment zoom to 2700 by the end of 1948. Classrooms were fairly bursting at the seams.

School officials have put much effort into long range planning for this district. Special elections were held in 1947 in which patrons voted $750,000 in special school taxes. State



Superintendent of Schools Angelo Giaudrone in his office in the Washington Elementary School. The room is fitted with modern furniture to harmonize with the building as a whole.



**The library room has a curved bank of windows as part of a 75-foot curved outside wall. Child size furniture and built-in shelving and storage cabinets make the room useful as well as beautiful.**

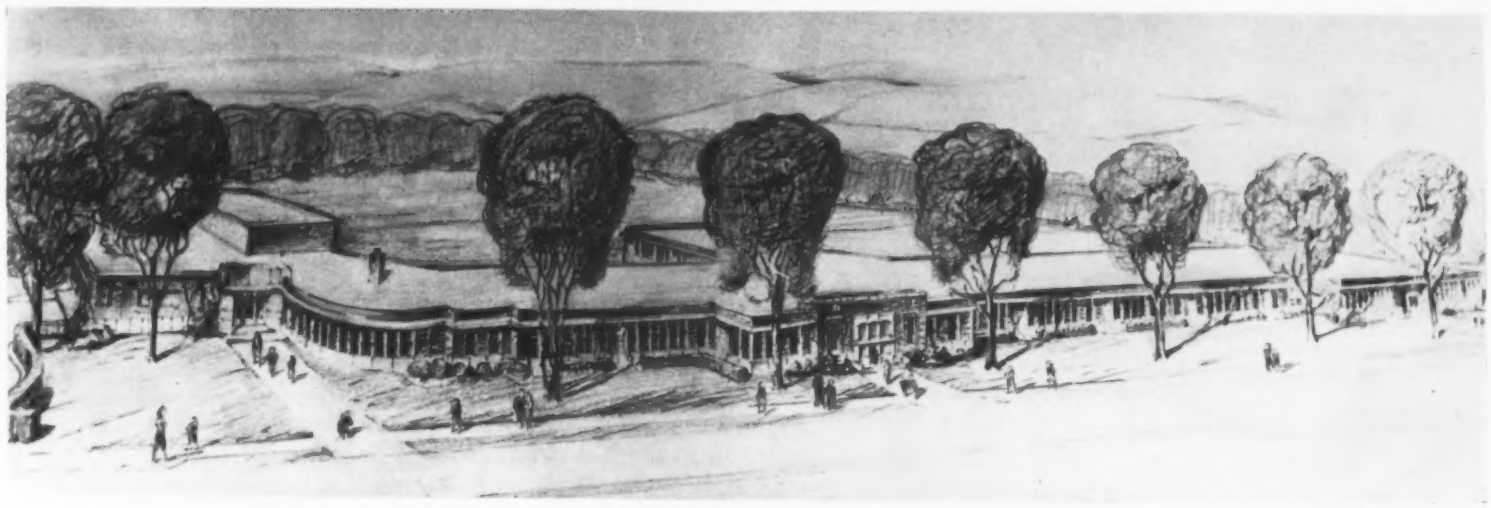


**Each classroom in the new Washington Grade School, Sunnyside, has approximately 1,000 square feet of working space. Much flexibility is possible in furniture arrangement for special types of activity and study. — Marvin Schroeder, photo.**

matching funds in the amount of $370,000 were necessary before finances were arranged for the Washington school and other school additions needed in the district. The results, however, have justified the effort, school leaders think, for the Washington school is the nearly perfect answer to a very perplexing problem.

Completed in January, 1949, the one-story 21-classroom building is purely functional and spacious in design, but an attractive entrance and the warm red ruffle brick exterior give pleasing relief to the severity of outline. The bricks used in the project are a valley product, made by the Granger Clay Products Co., just 10 miles from Sunnyside. Art stone was used for the outside trim.





**The new Washington Grade School at Sunnyside, Washington, occupies a 10-acre playfield. Designed by Walter H. Rothe, A.I.A., Yakima, Washington, architect.**

Built in the form of the letter "F," the main building is 640 feet long. Sixteen classrooms open off the spectacular corridor which runs nearly the entire length of the building. The per square foot cost was $11.75, which is a considerable saving over present costs for similar projects in this area, the builders say.

"Even though the building is brick veneer and not completely fireproof, it is fire-safe since each classroom has an outside exit," Angelo Giaudrone, superintendent of Sunnyside district, points out. "Fire drills empty the building of its 650 children in just 20 seconds."

The general arrangement of the large, well-lighted classrooms makes each a self-contained unit. Each classroom has approximately 1000 square feet of working floor space. Equipment, desks and tables are lightweight and made to move easily for different arrangements and groupings as desired. Every classroom has a drinking fountain and a sink with hot and cold water. An abundance of built-in cupboard and storage space makes learning activities a joy to teachers and pupils alike.

Perhaps the most outstanding feature of the Washington school is the ultramodern all-electric kitchen which serves as a central unit for the six schools of the district. School lunches for 1800 pupils are prepared here each school day under the direction of a trained dietitian-manager. The food is transported to the various schools in large insulated containers in pick-up trucks. One of the dozen women cooks employed in the project accompanies each load and assists with serving the food and doing the clean-up and dish washing after the lunch hour. Kitchen facilities are ample to provide daily lunches for 2000.

In the school lunch program the flexibility of the over-all school plan is again manifest. Served at their desks in the home rooms youngsters from the first grade up learn the social graces and table manners that are not possible at crowded long lines in the usual school cafeteria setup.

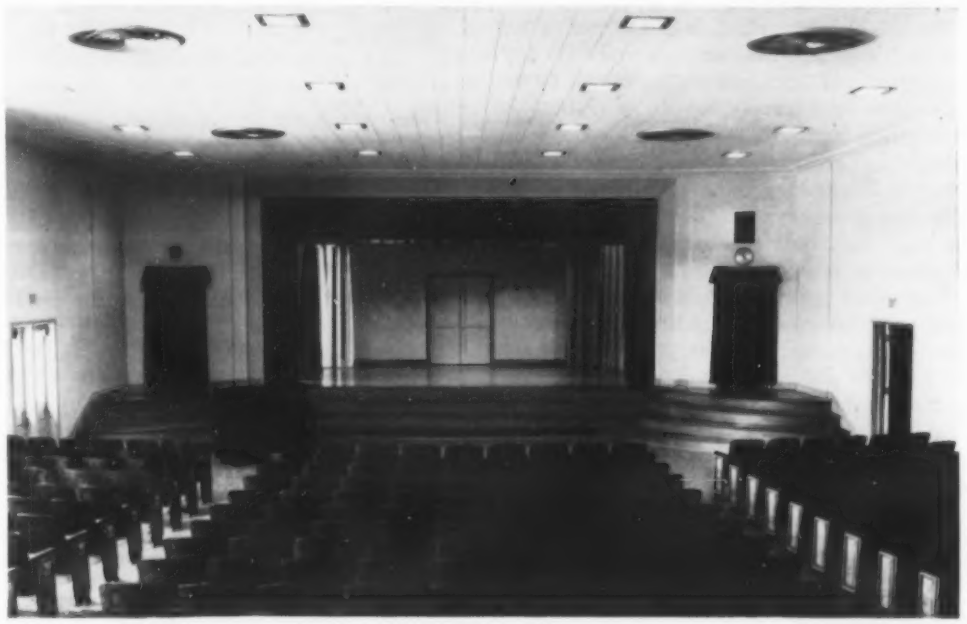
The extent of the catering service involved is better understood when the food needs for a single day's lunch is explained. For instance, when potato salad appeared on the menu recently, two cases of 60 dozen eggs were used. It takes over 400 pounds of meat, 600 pounds of potatoes, and 10 to 12 cases of vegetables for a day's rations to satisfy the appetites of the youngsters. The kitchen is fitted with stainless steel equipment.

Opening off the kitchen is a spacious activity room 47 by 62 feet in size. It is designed to attract many community activities, and here again the general flexibility of the school setup is evident for various community groups have availed themselves of the fine services offered. In fact, the community took this school and the dining services to its collective heart almost before the last hammer sounds had died away. Several dinner and luncheon meetings are held there each week.

An adjoining storage room holds folding round tables and chairs to seat 300. Departing from the usual heavy restaurant type dishes and silverware, attractive flowered pottery dinnerware and good quality silverware have been provided. High school home-economics students get valuable training and experience serving guests.

Located in a corner of the building the library is a beautiful room. The curved outside wall, with windows the entire 75 feet length, lends unusual charm. The large brick fireplace on the opposite wall is unique in school building in this area. Large — 26 by 45 feet — and light, the library has emerged as a many-purpose room. It is used for teas and meetings for many small community groups, such as the Parent-Teacher Association, and for faculty social functions.

No less interesting and attractive is the school's auditorium which is 42 by 72 feet in size and seats 333. A complete stage has been provided. The first row of seats is placed 25 feet from the stage and the intervening floor space is radiantly heated so that tiny tots may gather here for rest periods. The stage steps are wide and low to allow for choral group-



**Auditorium in the new Washington Grade School, Sunnyside, looking toward the stage. The simplest curtains and lighting have been provided. The wide stairs leading to the stage are intended for musical activities. The room seats 333 persons.**



**Children are reminded of their table manners as they are served a noon lunch at their desks in the new Washington Grade School, Sunnyside. The arrangement is part of the instructional program and has been highly satisfactory.**

ings. They also make an ideal place for children to sit for a story hour.

The activity room and the auditorium in this school make it possible for the first- through fifth-grade children to have physical education and dramatic and music experiences which Mr. Giaudrone believes they need.

Although two of the clasrooms were designed for kindergarten use, they are now housing primary grades until another building project under way in the district is completed.

A roomy teachers' workroom is placed some distance from the school offices. It is well equipped with built-in cupboard and storage space, has ample room for typewriters, a mimeographing machine, and other equipment.

The three-room clinic has every first-aid and health facility necessary to cope with any emergency and is staffed with a school nurse. There are cots for pupils who may become ill in school and a shower is provided.

Boys' and girls' toilet and washrooms, which open off the main corridors, are provided for each four classrooms. Doors and woodwork of the girls' rooms are painted lavender and the boys' rooms blue.

The color schemes on the interior of the building follow the modern trend and are in pastel shades. Sunny yellow predominates for north rooms and corridors which do not have natural sunshine and light. While the colors in each classroom are different yet they blend into the genéral over-all color pattern of the building.

The floors of asphalt tile over concrete are mostly in light shades which share in reflecting light in the rooms.

The superintendent's office is located in the building adjoining the principal's office. Both are light, airy, and efficiently arranged.

The building was formally dedicated the evening of May 2 with Mrs. Pearl Wanamaker, superintendent of public instruction, making the dedicatory address. Mrs. Wanamaker was greatly impressed with the fact the children of the Washington school conducted the entire program, provided the music, and introduced the speakers.

The five years of able administration of Supt. Angelo Giaudrone have left their imprint not only on the schools of the Sunnyside district but on the entire community. The teamwork he has inspired among the 110 teachers and principals as well as among parents and patrons is outstanding.

"In the modern school system," says Mr. Giaudrone, "the superintendent is merely the chap who oils the wheels. He does not sit in an office and issue directives to others. It is his job to make suggestions to and assist the people who really do the work of teaching the children."

That flexibility and democratic atmosphere prevails abundantly at Washington school — a place for creative living where there is room for children to grow socially and emotionally as well as mentally.

### CONSTRUCTION DETAILS, WASHINGTON ELEMENTARY SCHOOL, SUNNYSIDE, WASHINGTON

*Site*, 660 by 400 feet
*School Organization*, grades 1 to 6
*Exterior*, brick facing and stone trim
*Roofs*, frame, covered with built-up roofing
*Corridors*, plaster walls and ceilings, asphalt-tile floors
*Classrooms*, plaster walls, acoustic ceilings, with insulation over wood trim, asphalt-tile floors over concrete, slate blackboards, fiber bulletin board
*Windows*, wood, double-hung
*Auditorium*, linoleum floor over concrete, plaster walls, perforated fiber board acoustic ceilings, insulation over ceiling
*Toilet Rooms*, glazed-tile wainscoting, plaster walls and ceilings, metal partitions, stall-type urinals, glazed chinaware toilets and washbowls, liquid soap dispensers, Sloan valves
*Heating*, hot water with closed forced circulation
*Ventilation*, mechanical in auditorium, lunchroom, kitchen, toilets; air filters
*Boilers*, fire-tube with heavy fuel oil burners
*Temperature Control*, pneumatic type
*Special Heating*, floor coils in front of auditorium and throughout kindergartens for tempering areas where small children sit
*Lighting*, semi-indirect
*Communication*, program and bell sounding system, intercommunicating speakers

### NEW YORK CITY TO STREAMLINE OLD SCHOOLS

The New York City board of education has placed in operation a $16,000,000 program for the repair and modernization of the city's old school buildings. In preparation for the program the board has voted to draw upon the 1949-50 school expense budget and will begin the letting of contracts for the work.

According to Charles J. Bensley, chairman of the buildings and sites committee, the modernization program scheduled for the school year 1949 is the most extensive in the history of the school system. The improvements to be made during the next school year will provide $12,100,000 of repairs and about $4,000,000 of modernizations. The repair fund, the largest for any one year, includes $6,600,000 allocated for the purpose in the board's regular expense account, and $5,500,000 available under the new state aid program. This huge sum of money becomes available for use at a time when adequate and sufficient schoolhousing is critically needed in every section of the city. Children in the older areas of the city will be housed in schools that compare favorably with the newer buildings.

### HOLD SCHOOL CUSTODIANS' CONFERENCE

The 13th annual Custodians' Conference was held at Purdue University, Lafayette, Ind., June 13 to 14, with 161 custodians in attendance from 41 Indiana cities and 5 cities outside the state.

At the conference there were discussions conducted by such well-known speakers as Dr. N. E. Viles of the U. S. Office of Education, Prof. R. B. Hull, of Purdue University, and others. Some of the topics taken up were The Custodian as a Source of Publicity; The Summer Maintenance Program; Good Housekeeping as Evidenced in Care of School Lawns and Trees; An Intelligent School Maintenance Program as Part of Classroom Teaching.

The conference was in charge of George H. Bush, school building specialist of Purdue University.

### WESTFIELD BUILDING PLAN

Westfield, Mass. The school board has approved a long-range school building program, to cover a ten-year period and to include two elementary school buildings, a junior high school building, and the modernization of existing buildings. The preliminary steps have been taken for the construction of the first unit of the building program.

The board has taken steps to improve the lighting of the older buildings through the use of new color schemes and improved lighting systems. Two painters have been added to the permanent maintenance staff and new modern color ideas are being utilized to make the most of the natural light. One building has been equipped with fluorescent lighting, and a lighting engineer has prepared recommendations for improving the older buildings.

► Boyne City, Mich. The school board has installed a new oil burner in the school, with a complete system of controls and steam traps. The cost of the equipment will be $33,292.

► The school board of Ironton, Minn., has let the contract for the reconstruction of the Crosby-Ironton high school gymnasium floor. A long-term program of replacing the old lighting with fluorescent luminaries has been started, which will be completed within a period of five years.

# School Business Administration in Action

## Centralized Control Sound System

*Walter Squires*[1]

The Richmond School City is engaged in erecting a new elementary school building, and one of the problems has been to decide what kind of sound and intercommunicating system should be installed.

Probably most school executives confronted with the necessity of selecting a sound system have listened to fluent salesmen expound on the educational advantage of this or that system, or have become more or less worked up by the glowing specifications that have this familiar ring:

"Here is the superb activity integrator for modern schools . . . a professional-type centralized-control sound system providing complete audio program (radio, phonograph, and microphone) facilities. This remarkable educational and administrative tool provides instant, versatile coverage of the entire school plant. All administrative and educational activities are controlled and guided with extreme simplicity and maximum effectiveness from a single control point. Every significant modern feature required for obtaining the utmost benefits in the application of sound to school activities has been included."

### Experience Our Guide

The allure of such well-turned descriptive salesmanship is hard to resist. In a later paragraph mention will be made of some of the features of such a system that in an insurance policy would be included in the fine print.

We have been guided in the choice of a sound and intercommunicating system for our new school building by actual experience in our high school over a period of ten years' use of a very expensive two-channel set that will do everything mentioned in the advertising paragraph quoted above. Our high school and two junior high schools are equipped with intercommunicating telephone systems and a third junior high school is equipped with a one-way public-address system. These three different types of communication and sound distribution systems have given us fairly comprehensive actual experience that has brought out the advantages and disadvantages of these three basic types of central office control.

### The High School Sound System

While our expensive two-channel centralized control sound system in our high school is extremely flexible in the distribution of outside radio programs or phonograph records or microphone use — we can originate a program from any one of three locations — nevertheless the system is limited to only two different programs. Its greatest convenience and importance is for general distribution of programs of "all classroom" interest. This use is not too frequent and, considering the cost involved to have this limited use, we feel that perhaps we have paid too much for too little. We find that we use this system much more for administrative convenience than for educational purposes. Future educational broadcast programs may be developed that will better fit into school curriculums without upsetting classroom schedules, so that the added cost of this type of central controlled programs will pay dividends. The outstanding contribution of our installation now is for simultaneous announcements of matters of general school interest, mostly administrative rather than educational.

Of far greater use in our high school is our intercom-telephone system. All paging is done over this system. It is in constant use throughout the day. It affords the least possible class disturbance and interruption. It is indispensable in a large school.

### The Junior High School Installations

Two of our junior high schools are equipped with intercommunicating telephone systems, with a switchboard operator in the principal's outer office. This is a two-way system from the principal's office to the classrooms, and from classrooms to the principal's office. Our chief objection to the installation is that it lacks the feature of simultaneous call to all or multiple rooms. This is not too serious a fault in schools up to 15 rooms.

Our junior high school has a public-address system, of the one-way type. The principal can make simultaneous announcements to only one room, or to any combination of rooms. The experience of over 25 years shows that the use of this address system is almost entirely administrative, and seldom educational. Experience also shows that the "master key" is used in the great majority of cases. The announcement, "Attention Please" to every room is quick, it is true; but even for the shortest message 900 students and teachers stop their routine classroom work. Where the call affects only a few classes, the careless use of the "master key" is expensive in its waste of class time.

Our experience with the intercommunicating systems in our own school buildings has had a distinct influence upon our decision in selecting a system for our new 12-room elementary school. The first result is to recognize the fact that the "centralized" office control has decidedly bad points as well as good ones. Perhaps the greatest good point of central control is the administrative advantage of simultaneous announcements to all rooms on matters of all school interest. Among the drawbacks of central control is the fact that for most schools it is limited to a single program and that it permits, even in large schools, not more than two different programs.

### Our Newest Installation

The system we have chosen for our new school is a table model, two-way conversation instrument, which pages all rooms simultaneously or in any combination, and handles up to 24 rooms. External radio provision and external phonograph provision are included. Exclusive of conduit and wiring, the system costs about $800.

We are also buying 10 combination radio and record players of a nationally advertised type so that almost every teacher will have one for her exclusive classroom use. These 10 radios will cost another $800.

To complete the picture we are installing a 24-button annunciator system. This gives us almost perfect flexibility and co-ordination, at a total cost of less than $2,400, and this is what we get for the money:

A. *Central Control:* 1. The principal can channel an external radio program to any single classroom or any combination of rooms.

2. The principal can speak by microphone to any single room or any combination of rooms.

3. He can channel a phonograph record of his own choosing to any single classroom or any combination of rooms.

4. By the use of the *"talk" "listen"* buttons, he can converse with any teacher.

B. *Classroom Advantages:* 1. The different classroom teachers can tune in on any external program of their choice, instead of having to listen to one particular program.

2. They can play a wide choice of phonograph records, and choose their own convenient time for doing so.

3. By the use of the annunciator system any teacher can "buzz" the office to indicate to the principal that she wants him to talk to the room indicated.

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### HOOVER URGES SCHOOL AID CUT

Former President Hoover, on June 28, proposed that Congress limit federal aid for education to the real backward states, and that it lop off what he termed "pork barrel" help for states that don't need it. He cautioned Congress to avoid a government "dictatorship" over education. He proposed that there should be requirements for: (1) specific standards of education; (2) nondiscrimination as to race or religion; and (3) putting education ahead of things like highway improvements.

Mr. Hoover attacked the methods in general of federal grants-in-aid, which covers projects like hospitals, roads, and social security.

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[1]Superintendent of Buildings and Grounds, Richmond, Ind., Public Schools.

# Bring Your School Business Questions to ASBO

## Do You Have a Problem?

*Arthur A. Knoll**

Do you have a problem or problems regarding the financing or business functioning of your schools?

If so, come to the 35th Annual Convention of the Association of School Business Officials to be held at Hotel Statler, in Boston, Mass., October 2–6, 1949. Some of the questions to be discussed there are listed below. About one third of the time will be given to statements by an authority on each of the questions, and two thirds of the time will be devoted to discussions in which all present are asked to participate. Come, share your experiences with others, and learn of theirs!

Should classrooms be square or of traditional shape, and how large should they be? How far is one story construction of school buildings desirable? How can you assure the best seeing conditions in your classrooms?

What type of specification — trade name or open type describing performance and quality — should be used in purchasing? When, in checking purchases, should laboratory tests be used, and when will practical tests suffice? What should be done about legal regulations in purchasing to assure promptness in procurement and still retain protection of public funds?

How should work be allotted to operational employees? How should the work be scheduled? How can operational employees be kept informed of policies and procedures?

How important and how prevalent is supervision of student body accounting? How far should strictly educational costs be segregated from quasi-educational costs. How frequently and in what form should financial reports be made to the board of education? How much progress is being made toward nationwide uniformity in school accounting?

What is the justifiable budget for the maintenance of the school plant? Should some of the maintenance work be done by contract? What has been the experience where this has been tried?

How have merit plans, straight seniority plans, or free choice plans of employment succeeded? What constitutes a good salary schedule? What sick leave and retirement plans assure good recruitment within reasonable costs?

When are central stores desirable as opposed to direct delivery of supplies? How frequent should deliveries be? How should the breakdown of supply appropriations be made?

Should the school district tax be made available for a larger portion of lunchroom costs? Should state and federal subsidies be increased or decreased? Is central operation of cafeterias more desirable than individual school operation? What should be the training of lunchroom administrative personnel?

What should be the extent of federal, state, and local financial support? From what source should funds be drawn at each level? To what extent should control of expenditures be exercised at the respective governmental levels, and in what manner?

How far should school buildings be used for nonschool purposes? Under what controls should this use be? By what agency or agencies should the expense be borne?

Come and hear these problems and many others discussed, and yourself participate in the discussion. Hear four dynamic speakers on matters of nationwide importance.

All this and more is available at the 35th Annual Convention of the Association of School Business Officials at Hotel Statler, Boston, Mass., October 2–6, 1949.

*President, The Association of School Business Officials, Long Beach, Calif.

## Ocean City, New Jersey, Reconditions Sports Equipment

*Harold A. Shaterian**

It's called the Utility Club and it's almost worth its weight in gold.

In 1941, at Ocean City High School, a small group of eight boys gathered under the direction of T. John Carey, physical education instructor and coach, to recondition athletic equipment and perform other tasks associated with a developing program of health and physical education. These boys met after school and in the evening, as work required, to perform such tasks as taking inventory, oiling football shoes, replacing laces, and stenciling numbers of gym uniforms. In prior years from $400 to $700 had been spent for reconditioning equipment at commercial concerns. This amount maintained uniforms for squads of the following sizes: football, 35; basketball, 45; baseball, 20; track, 20; and intramural sports, 300.

During the war Mr. Carey served in Captain Thomas Hamilton's Naval V-5 program. Upon his return to the school as teacher of physical education and track coach, in the spring of 1946, he resumed his work on a larger scale.

In the fall of 1946, the group of boys was officially organized with the name of Utility Club. The boys then met on school time twice a week, during the activity period, at which time various interest groups were meeting. During the school year 40 boys stenciled numbers on all intramural and varsity equipment, and also painted a great deal of field equipment. The only varsity equipment reconditioned was that for track. The sponsors of the club learned a great deal that year, foremost of which was the fact that the club was too large for efficient instruction and supervision.

In the school year 1946–47, the work was carried on with the aid of Wilbur Clark, teacher of physical education and coach of football, basketball, and baseball. Ill-health made it advisable for Mr. Clark to discontinue this work in the spring of 1947, at which time E. Fenton Carey was employed to replace him. Mr. Carey, as his brother John had done, had served in Captain Hamilton's V-5 program.

In the fall of 1947, the department of physical education was reorganized in several respects. The Utility Club was then limited to a membership of 12 boys, three from each of the four high school grades. During the same year the club became well organized as regards policy and method. Much progress was made, for it is significant to note that the cost of professional reconditioning of football leatherwork for a squad of 60 boys, in the fall of 1947, was $68. Since the fall of 1947, two full-time instructors have been active in the extensive intramural and interscholastic program, which the high school maintains for 300 boys from grades 7 to 12.

Last fall about 90 boys were eager to participate in the program by giving a minimum of 90 minutes of service a week, with an additional afternoon or evening a week, during periods of great activity. However, membership remained limited to 12. Special activity in the gym or pool, during the activity period when work is done or during a lull in activity, is a reward available to the boys.

Among other tasks which the boys presently perform are lining athletic fields, preparing locations for track and field events, storing equipment, maintaining inventory, restringing tennis rackets, painting equipment, laundering garments at a self-service laundry, and assisting managers and coaches in the issue of equipment. At this time every piece of practice or game equipment is numbered. This is a real achievement when one realizes that the present sizes of the squads for interscholastic competition are: football, 85; basketball, 70; baseball, 30; and track, 45 — all in full uniform. To this must be added 300 gym uniforms used for intramural sports.

It is anticipated that not more than $300 will be spent for reconditioning the equipment of all sports this year, contrasting with the sum of $1,200 — $1,400 which used to be similarly spent for much smaller squads. The quality of work done by the boys has been excellent. The saving has been a big factor in enabling the athletic department to start each school year with a balance rather than relying on football receipts to clear up a deficit incurred during the summer.

*Superintendent of Schools, Ocean City, N. J.



**The club carries on its cleaning and repair work in the storage room of the athletic department.**

Many interesting discoveries have been made by the boys themselves. A paint has been developed for use in numbering. The reactions of various types of cloth to use, to washing, and to dry cleaning have been studied. The boys have learned sufficient about football shoes to reduce the cost of reconditioning a pair to 65 cents.

Thanks to the aid given by the Utility Club, the athletics program of the school is currently running on a budget of $4,550, as follows:

| *Income* | |
|---|---|
| Cash on hand | $ 400 |
| Board of education subsidy | 1,200 |
| Football | 1,800 |
| Basketball | 700 |
| Student activity fund | 450 |
| | $4,550 |

| *Expense* | |
|---|---|
| Football (squad of 80), 9 games | $2,260 (tax included) |
| Basketball (squad of 70), 17 games | 670 (tax included) |
| Baseball (squad of 30) | 350 |
| Track (squad of 45) | |
| First aid and training | 100 |
| General | |
| Girls' program | 200 |
| Medical services | 100 |
| Band | 100 |
| Contingent fund | 420 |
| | $4,550 |

The team often travels in the school bus, but on occasions the school engages transportation from outside sources. At present plans are being made to purchase a camera which can be used to photograph groups and events to lower the cost of such pictures to the pupils. A photography club in the school will be of assistance.

The usually heavy expense of maintaining football equipment is now being incurred as follows:

| | |
|---|---|
| Khaki pants washed and repaired | 30¢ |
| Game pants washed and repaired | 50¢ |
| Shoes cleaned, oiled, and repaired | 65¢ |
| Jerseys washed | 10¢ |
| Plastic helmets cleaned, sterilized, oiled, and numbered | 8¢ |
| Leather helmets cleaned, sterilized, painted, and numbered | 38¢ |

From the above, one can readily appreciate the fact that the Utility Club saves the school each year a total of about $1,000 in commercial charges for reconditioning equipment for all sports, in addition to giving excellent workmanship.

Yes, there is tenure in the club for a job well done. Much credit is due to the two physical education instructors for their interest and sponsorship of the work.

The greatest value of the plan is the pride which the boys have in their equipment, for the influence of the club members on other boys in the school is considerable. The total loss of football equipment from a squad of 85 boys last fall was two jerseys and a pair of stockings.

Club members are receiving valuable training and experience in the use and maintenance of cloth and leather goods in later life when the boys are no longer pupils. Furthermore, there is being engendered a spirit of useful service to the school. Here is no lip service to an ideal occasionally mentioned, but a genuine expression of service to others which is constantly observed and greatly appreciated by every boy in the student body. It is truly a fine example of good citizenship in the school and community.

# *NEW PUBLICATIONS for School-Business EXECUTIVES*

### The Forty-Eight State School Systems

Cloth, x-245 pp. Price, $4. The Council of State Governments, Chicago 37, Ill.

This factual and critical study of the legal organization, administration, and financing of the 48 American state school systems appeals to us as valuable from two standpoints. It is, first of all, comprehensive and recent in its presentation of facts. It is secondly — and we think most importantly — written by research men who have broken away from the narrow special pleading that spoils so many educational studies. The authors are competent in educational administration but they have quite distinctly viewed the educational situation from the standpoint of the governments of the states and of citizens concerned with the over-all efficiency and economy of state governmental agencies. And they let facts largely speak for themselves.

Among the achievements of the schools during the past ten years these three are outstanding:

1. The per-pupil expenditures have gone up from a median of $82 to $178 — adjusted to prices, a 28 per cent increase.
2. The percentage of state aid has been raised from 30 per cent to 40 per cent, the local ratio dropping form 63 to 53 per cent.
3. Teachers' salaries have jumped from an average of $1,093 to $2,440, or, adjusted to prices, from $1,073 to $1,448.

In spite of these improvements, the report complains that serious faults exist which must be overcome if all children are to be provided with a fair chance in life:

1. "Low quality" instruction only is available to many children particularly in rural areas.
2. Most states face a shortage of qualified teachers and not enough states are making satisfactory progress toward overcoming it.
3. About 300,000 new classrooms will be needed in the next five years.

Underlying the shortcomings listed is the inadequate size of school districts, a situation which can be overcome only by reorganization. The great majority of nearly 100,000 local school districts are smaller than they should be for efficiency in instruction and economy of operation. The greatest efficiency, it is pointed out, is possible only in districts which enroll at least 1200 pupils, provide both elementary and high schools, and employ 40 or more teachers. Only three states — West Virginia, Louisiana, and Maryland — can boast that all school districts are acceptable in size. One-teacher schools still exist in 75 per cent of all districts and less than 4 per cent employ 40 or more teachers.

The Report is conservative in its conclusions that an expenditure of $7,595,129,000 will be needed during the next five years to provide school buildings sufficient in number and quality to meet the housing shortage.

For the school official who is willing to dig, the 62 tabulations of major areas of facts provide material for study that goes far beyond the findings of the text.

### Guide for Evaluating School Buildings

By Ralph D. McLeary. Paper, 52 pp., $1. The New England School Development Council, 13 Kirkland St., Cambridge 38, Mass.

This "rating card" provides a complete guide for scoring existing school buildings for their educational efficiency, physical condition, and general community value. The guide is of the numerical type and uses the subtractive method. It has been developed with reference to various state codes and materials issues by such groups as the U. S. Office of Education, the National Council on Schoolhoue Construction, the various state school building divisions, etc.

Ratings are provided for detail aspects of (1) the site, (2) the building as a whole, (3) the service systems, (4) the classrooms, (5) the special rooms for student activities, (6) the special service rooms, and (7) the administrative rooms. Appended to the scale is a list of supplementary criteria which will enable the user who has no access to other publications containing standards to help form his own judgment on objective standards. A further valuable supplement is a profile chart which will enable the user to quickly rate a building and literally see its character of excellence or inadequacy.

### Conference on School Plant Problems in New England

Paper, 8 pp. New England School Development Council, 13 Kirkland St., Cambridge 38, Mass.

A report on school district reorganization, including (1) determination of standards for location of a permanent school district, (2) economic factors in planning school plants, (3) current school costs, (4) close co-operation among all school leaders, (5) widespread lay participation, and (6) physical aspects of consolidated school plants. Prof. Alfred D. Simpson urged more flexible buildings and more flexible concepts of education.

### Construction-Survey System

Fourth edition. Paper, 18 pp. Compiled by G. Sznak. Published by the Construction Surveyors Institute, 101 Park Ave., New York, N. Y.

This report contains an outline of practices of professional construction surveyors and recommends the use of these surveyors for large building projects.

A Major Administrative Job —

# School Budgets Need Improvement

*Barton L. Kline*[1]

School administrators are careless about the preparation, presentation, and administration of their school budgets.

The situation is is not new. Studies made by Mellon[2] in Illinois, Westbrook[3] in Georgia, and the report of Featherstone[4] and his colleagues in 1931 reveal that school budget preparation, presentation, and administration are far short of what they should be. The principles of budgetary procedure are certainly in advance of budgetary practice.

## Little Recent Improvement

A recent study[5] of the budgetary practices in Nebraska schools evidences little improvement since the time of the earlier studies.

In 1926 Weber wrote: "Up to the beginning of the last decade by far the greater majority of boards of education had no definite fiscal policy."[6]

Featherstone wrote, "By far the greatest number of these budgets were merely statements of anticipated income and proposed expenditures with no more detailed analysis than could be presented on a single sheet of paper. At the other extreme were budgets of many pages setting forth in great detail the entire financial plan of the school system. Obviously, in one case a budget meant quite a different thing from what it means in the other case."[7]

Thomason[8] reported in 1934 on the budgetary practices in small Texas school systems. He noted that only 51 per cent of the superintendents consider their income in making out a budget. Fewer than 10 per cent had used a budget ten years before.

In 1916 Baker wrote, "There is no doubt that boards of education and superintendents, so far as they have anything to do with the matter, operate in the main on a 'hit and miss' policy rather than on a budget plan."[9]

DeYoung says, ". . . budget making in most public schools is still in the elementary state, both in external mechanics and in basic content. A few progressive school budgets might be placed on the junior high or high school level of development; much, however, is very elementary and fragmentary. Basic principles, such as the relationship or expenditures and average daily attendance, the integration of the work and financing programs, long term planning, the inevitable necessity for careful calculation of revenue in advance . . . these and numerous other fundamental aspects of budget making are either overlooked or not included as part of the official document."[10]

There is ample evidence to show that except for the large school systems, practices in budget preparation and administration is not keeping pace with the sums of money involved or the persons effected.

## Theory and Practice Differ

In the spring of 1948, 77 budget documents from the larger schools in Nebraska were examined for content and format. In only two of the budgets was there any breakdown into unit costs or other comparable data on which to base estimates. However, on a questionnaire 65 per cent of the superintendents said a budget should show unit costs by departments, buildings, average daily attendance, or some other unit. Probable enrollment, the school census, or a change in the school program was considered in only one budget. Either little or no change was anticipated in school population and school programs, or the school authorities did not consider them of sufficient importance to use as a basis for change in the financial aspects of the budget.

It was evident that most of the school authorities preparing the budgets regarded the statements of income and expenditure as the most important phase of budgetary procedure. Fifty-three of the 77 budget documents contained estimates of both income and expenditure.

Only two of the 77 budgets had statements of the educational program that the financial program was intended to support. In spite of the fact that 74.6 per cent of the superintendents indicated on the questionnaire that they thought the most important part of a budget is the statement of educational need, they did not include any statement in their budgets. Further, no part of their budgets showed an educational or work plan, yet 65.4 per cent said on the questionnaire that a budget should contain an educational plan, a financing plan, and a spending plan.

The responsibility for compiling the budget was not clearly indicated by most of the 77 documents examined. In a few instances the budget contained a letter of transmittal to the board of education which clearly indicated that the superintendent had prepared the document. One item of the questionnaire asked, "In your school who actually assumes responsibility in making the budget?" Seventy-three per cent said "superintendent"; 20 per cent, "superintendent and finance committee"; 5 per cent, "board of education"; and 1.4 per cent, "secretary of the board of education." It was impossible to determine how many superintendents labor under a situation like that described in the following letter:

"Enclosed find questionnaire. You will note that my theory is much better than my practice. We have a handicap here, in that the secretary of the board who has been on the job for 18 years, sees no need for a detailed budget, belittles the idea before the board and suggests we simply pad the budget enough to be safe and let it go at that."

## Recapitulations in Few Budgets

Summaries or a recapitulation of budget estimates occurred in 6 of the 77 budgets.

In 33 of the budgets there was a balance between anticipated income and expenditures. Where there was imbalance, the tendency was to show larger anticipated income than anticipated expenditure. It was not shown what was to be done with the extra income. This is, in effect, padding the budget, a practice which 95 per cent of the superintendents said should not be done. However, 25 superintendents, or 30.25 per cent, admitted padding their budgets to prevent overspending.

There was no indication in any of the budgets that the financing needs or plans of other local governmental agencies were considered in conjunction with the school's financial needs.

There seems to be a preponderance of evidence that the principles of budgetary procedure as taught in classes on school administration are not carried over into on-the-job practice. A cause for this may be found in the fact that many students in classes in school finance are not actually engaged in budget preparation and some time elapses between the time they study the principles of school budgeting and the time they are ready to put their training to use. In any event, the transfer is not good. The time has come when courses on school budget preparation should not be fused with other courses in school administration. It should be a separate course specifically aimed at thorough training in budget preparation and administration.

## Practical Recommendations

An attempt to remedy the situation should not come through passage of stringent laws covering school budgeting. Laws controlling the preparation and administration of budgets for public institutions have the inherent danger of remaining on the statutes after the need for them is gone. School budget laws should

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[1]Superintendent of Schools, Beatrice, Neb.

[2]Mellon, Eugene H., *A Proposed School Budget Law for Illinois.*

[3]Westbrook, Perry, *Budgetary Procedures in Selected Public Schools of Georgia.*

[4]Featherstone, *et al.*, "An Analysis of 112 Representative City School Budgets," *School Executive*, Vol. 50 (March, 1931), pp. 307–309.

[5]Kline, Barton L., *Application of the Principles and the Statutory Requirements of Budgetary Procedure to Budgetary Practices in Article XXV Schools in Nebraska*, Colorado State College of Education, Greeley, Colo., 1948.

[6]Weber, O. F., *Problems in Public School Administration*, p. 449.

[7]*Op. cit.*

[8]Thomason, Herman D., *Budgetary Practices in Small Texas School Systems.*

[9]Baker, George M., "Financial Practices in Cities and Towns Below 25,000: The School Budget," AMERICAN SCHOOL BOARD JOURNAL, Vol. 53 (Nov., 1916), p. 23.

[10]DeYoung, Chris A., *Budgetary Practices in Public School Administration*, 1932, p. 118.

grant broad powers to the chief state school officer to permit adaptation. He should have the power to enforce the law and basic uniform school accounting through either or both of the following penalties; (1) removal from office of any official who fails to do his duty in the performance of the requirements, and/or (2) holding state support in escrow without interest until he and the state's attorney general are agreed that local school officials are observing requirements.

The state superintendent of public instruction can render a service to the schools of his state by supplying forms to school administrators that would aid them in developing better budgets. In addition to having the forms include practices now accepted by authorities in school finance, they should provide guides for interpreting the educational program of the school system, suggestions as to how the financial program of the school may be integrated with the financial programs of other local governmental agencies, a standard device for showing unit or departmental costs, and a plan permitting flexibility within the budget yet maintaining strict fiscal control.

The importance of the educational plan which the financial plan underwrites is of sufficient importance that it should be made a requirement in the preparation and administration of school budgets.

Data supporting budget estimates should be supplied. A statement should be made of the last available assessed valuation on real and personal property within the district. The budget should show in detail the receipts of the immediate past year and total estimated or actual receipts for the current year. The same detail should be made for anticipated expenditures. Unit costs should be given. These steps are the minimum essentials to an inclusive budget.

Responsibility for school budget preparation should be that of the school administrator. Approval and adoption of the budget is the responsibility of the board of education.

The proposed school budget should be given wide publicity before it is adopted. A copy should be available for public inspection at least ten days before adoption. Notice should be made of the meeting of the board of education for the purpose of adopting the budget. In at least one state, Nebraska, the law requires that publication of the budget be made *after* adoption by the board of education. Such a procedure has little significance.

### Budget Should Be Circulated

A copy of the approved budget should be given to the executive officer of the city government, the county clerk, county superintendent of schools, and other local officials who have control or administer public funds. Effort should be made to integrate the school's financing program with other local public agencies.

Provision for fiscal control of the budget should be a part of the law with due regard for flexibility within the budget. Current expenditures should not exceed current revenue for the year; but whenever it occurs that the estimate under a budget heading is less than is required and there is excess of funds under another heading there should be provision for transfer.

To meet emergencies, the board of education should be permitted the preparation of a supplemental budget to follow the same procedure as used in the regular budget.

Adoption of this or a comparable plan of procedure for the preparation of school budgets would do much to improve them. School administrators would do much to improve them. School administrators would be better trained. They would bring theory and practice into closer alliance. State laws would not be restrictive but would do much to insure uniform, comprehensive practices. The principles of school budgeting — inclusiveness, balance, responsibility, control, flexibility, publicity, audit, integration with community financing, and the statement of purpose for the budget — would be applied. It would be a forward step in the administration of our public schools.

# Boulder Public Schools UNESCO Program

*Victor J. Emmett*[1]

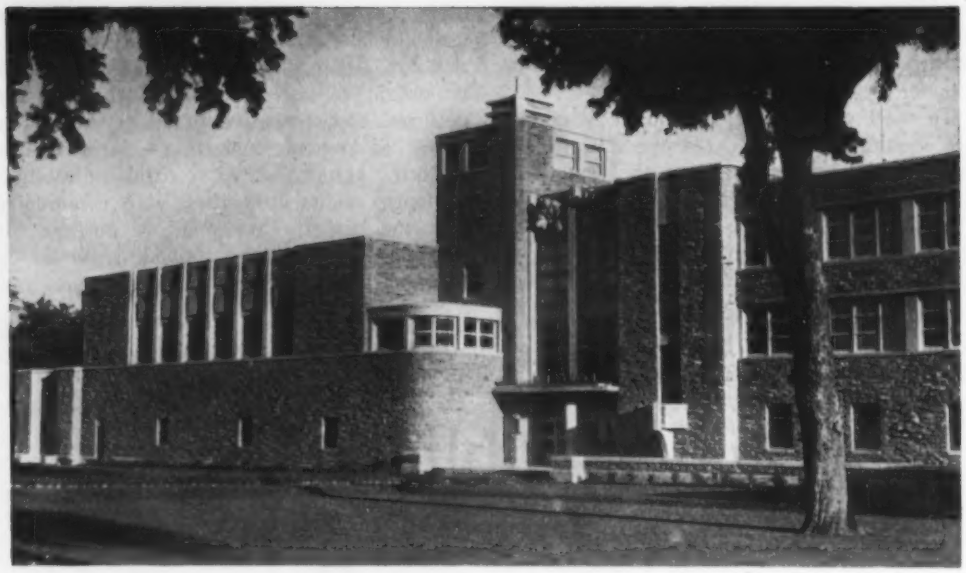
The Unesco program for international education, approved by the Boulder, Colo., board of education during the summer of 1947, has proved an outstanding experience for the 2600 pupils, the 130 teachers, the school administrators and the members of the board.

To finance the program, $3,000, 1 per cent of the salary item was budgeted, and a matching sum was raised by the teachers and pupils in various ways. During each term for the benefit especially of the faculty, three lecturers were brought to Boulder to discuss international problems. Literally tons of food, clothing and instructional supplies have been sent abroad. Three schools in Holland, and one each in Finland, France, Germany, Greece, and the Philippine Islands have been adopted. Eight teachers and two high school students attended the Mexico City international conference; six teachers and one student journeyed to the Pacific regional conference at San Francisco. Last summer two teachers studied the United Nations in action at Lake Success, and two others attended the University of Oslo, Norway. Three Boulder faculty members currently are serving in England by exchange, and three teachers from London are conducting classes in our system. Serious travel, independently financed, is believed to have increased. One teacher thus visited the Scandinavian countries and the British Isles; several high school students have studied Spanish language courses in Mexico. We were appropriately represented at the national conference in Cleveland on March 31 by six faculty representatives. Unesco emphasis has reflected, of course, favorably upon a variety of subjects in the regular curriculum.

[1]Boulder, Colo.



**The Boulder High School is set in a beautiful valley surrounded by tree-clad mountains.**



Front entrance of the Boulder High School where the Unesco program was carried on.

## Regional Conference Scheduled

In May, 1947, several Boulder teachers were invited to participate in a Mountain-Plains regional conference scheduled for Denver. Unesco then was new to most of us and the matter of another convention was approached casually and aroused no particular enthusiasm. As the conference progressed, however, and the potentials of the theme were brought into focus, extensive interest developed. Here, indeed, was meat for the altruist. (Members of school boards scarcely need be reminded that this quality is discernible among good teachers.) A faculty assembly after this conference, devoted to the general subject of Unesco, was one of the most enthusiastic professional gatherings that we have witnessed. Interest thus generated has continued at a gratifying level. The project has continued to grow.

Rather passively, it seems in retrospect, the board approved our superintendent's recommendation that a plan for international education be developed in the Boulder school system. Of course it is school business to train pupils to think, and therefore the selection and spotlighting of subject matter is a natural responsibility. Nevertheless, I feel sure that action was taken largely in deference to the superintendent's judgment in such matters and also by the knowledge that Unesco was one of his chief interests. He has said:

"Our activity in behalf of international education is based upon the assumption that one of the primary reasons why social progress has always been slow is the desire of people for perfection. Much has been said in condemnation of compromise with respect to political and social problems. Willingness to sacrifice fundamental principles for limited and unsatisfactory gains is a cardinal weakness in our society. However, as teachers we must not lose sight of the fact that many times we sacrifice an immediate possibility because of our insistence upon accepting nothing less than the ideal opportunity.

"Those of us who are working in the Boulder Public Schools believe that the plan of Unesco offers the schools of our country an immediate possibility which we dare not overlook. We must act at once with the faith and energy which the international situation demands. A neglect of our opportunity at this time cannot be justified by a meaningless and futile quest for more favorable conditions for aggressive action."

## Prospects for Ethical Training

Two practical aspects of the plan appealed to the board. In the first place, there seemed an opportunity to advance the cause of ethical training, concerning which we maintain rather definite hopes. Grade schools seem the logical place to introduce such training with concerted recognition, step-by-step planning, and clear understanding of individual responsibility within the faculty. There is no objection to collateral introduction of the subject, so long as this leads to an established goal. Parenthetically, these are my individual observations for the most part. But does it not seem regrettable that this most important phase of elementary education is at best laggard with respect to implementation? We produce seemingly disproportionate numbers of citizens who dissociate right and responsibility; and it will serve only to prolong the situation if we shift our share of the burden to the churches and homes. I respectfully suggest that the onus also falls upon you and me — upon all board members throughout the nation. However that may be, Unesco is a stride in the right direction. We especially like it in view of Dr. J. M. Mecklin's apt observation, "Viewing the educational problem from the broad moral point of view it must include these three elements, first the Greek idea of *insight*, which means all that history, science, literature and philosophy can contribute in the way of moral enlightenment, secondly, *goodness of disposition* which will incline to the pursuit of the true and the good without external coercion, and thirdly, *habituation of the will* through which the performance of socially valuable acts is assured. . . . So long as the horizon from which the school virtues are measured is the four walls of the school they will have little social significance."[2]

Secondly, and not a minor consideration, the Boulder plan incorporated bonuses in the form of aids to study and to purposeful travel for teachers — this when further advances in salaries, however desirable, appeared beyond early reach. You perhaps can sympathize. As the budgeted sum approximated but 1 per cent of the salary item, it was felt that appreciation for faithful performance might be registered more clearly by rewarding small numbers of teachers each term through a broad method of selection than by spreading a small sum over the full length of the pay roll.

## Excellent Spirit Shown

The enterprise and fine co-operation of our pupils and teachers in matching the district appropriation for Unesco indicate the spirit in which the project was taken up. A parallel story concerning the development of a physical plant for athletics would bear telling in appropriate circumstances. Means employed to round out the Unesco fund were wastepaper drives, musical and dramatic productions, and individual gifts. The additional effort was purely voluntary. It was understood that only a few teachers would be compensated during each term, and they but indirectly.

Organization was developed around a committee consisting of five teachers elected by the faculty, and two board members. Subcommittees on finance, professional advancement for teachers, foreign relations, community co-operation, and information, were named. A score or more of teachers assumed direct responsibilities and accepted jurisdiction. It was their program; and they handled it. Momentum was gradual.

Applications for participation in the teachers' benefits were received and cleared through the committee of the whole. Full reports to the faculty were required upon conclusion of each assignment. All persons thus far have been liberal with their time and effort. Moreover, the reports have enabled us to supply numerous programs for the meetings of lay organizations. Patrons and the general public have been informed about an interesting phase of school activity.

The Unesco effort rapidly assumed community-wide proportions. Some 15 to 20 organizations representing and including civic clubs, lodges, labor or related groups, and religious societies appointed representatives to a central co-ordinating agency fostered by the schools and staffed in part by retired teachers and professors.[3] While no claim is made for the credit due to co-operating bodies, some of which inaugurated Care and other programs before our own, it is felt that with Unesco the schools rendered a distinct service to the community. Several local agencies have sponsored European children; others have shipped quantities of clothing and food.

Doubtless many communities have contributed much thought, a great deal of discussion, and some earnest writing to this humanitarian experiment. Among recent writings is a cogent paper by Dean Edward C. King, University of Colorado Law School, titled "Education for Peace." Under the subheading "A Challenge to Schools," he says that the practical question is one of procedures, that each teacher must develop within students attitudes which will promote:

"1. A healthy, but not nihilistic, skepticism . . .

2. A feeling of civic responsibility . . .

(Concluded on page 66)

[2] *Introduction to Social Ethics*, Harcourt, Brace & Co., 1921, rev. ed.

[3] Boulder Unesco Council since has affiliated with the town of Doetinchem, Holland.



The 1948 new teachers and their sponsors, Hutchinson, Kansas, pose for their picture.

# Inducting New Teachers Into the Faculty

*W. R. Godwin**

For many years now, good schools have been aware of the importance of giving attention to new students as they face the difficult task of adjustment. Furthermore, alert superintendents have taken considerable pains to assist new board members in the beginning stages of their new service.

In the more recent times of teacher shortage and rapid faculty turnover, it is of equal importance that attention be given to the new teachers who join the staff. They have many problems of acquainting themselves with new professional associates, with unfamiliar regulations, with different texts, and with new social contacts. Another important problem is that of finding suitable housing. We believe that the school system which gives assistance to teachers in these matters will be repaid with better service during the first year, and with a higher faculty morale.

This article has been prepared in the spirit of sharing our experiences with those who may be interested. Our city has a population of 33,000 and a school faculty of 234. In normal times we bring in about ten new teachers per year. However, in recent times, our additions and replacements have ranged from thirty to fifty instructors per year. For the 1949–50 school year we shall bring in 35 new teachers, four of whom represent faculty increases rather than replacements.

## Employment Interview

Because we are intent upon discovering the full qualifications of each applicant, we are likely to overlook the interest which the teacher has in finding out important things about the school system. It is quite as reasonable for the applicant to ask questions as it is for the employing official to ask them. Sometimes teachers are timid about making inquiries, and we have found it worth while to invite them to do so.

Numerous interviews convince us that teachers are interested not only in salary schedules but also in the teaching load, sick-leave provisions, retirement, housing, social opportunities, additional training requirements, and regulations that tend to restrict their private lives. Young teachers want to know the ages of other teachers with whom they will work. They want to know who employs and pays the substitutes. It is important for them to understand that our supervisors of music and art are consultive, and provide demonstration teaching service rather than the "special teacher" service.

In the employment interview, we have found it useful to answer all questions asked but also to supply a map of the city, a copy of the salary schedule, and other regulations governing teachers, a directory of the schools for the previous year for use until the new directory is published, and a "Welcome Folder" which we hand to new families that move to our city. We go over the provisions of the contract with some care before the teacher is given the opportunity to sign. Teachers are interested in knowing whether payment will be on a 9 or 12 months' basis.

After the board has acted upon the superintendent's recommendation, the teacher is sent a copy of the contract and a letter which not only welcomes the person to our school system but also tells where to turn for further information about books and courses of study. Also, the teacher's name is sent to the Chamber of Commerce which sends a letter of welcome and a booklet describing the business, cultural, religious, and recreational opportunities which the city affords. Some of the larger retail establishments also send letters of welcome.

## Instructions for Opening of School

During the last week in July, a letter goes to new teachers giving information about our service in helping them to find housing. This letter requests official transcript for all college credits. It supplies the form used in establishing age in connection with our retirement plan, and gives necessary information about certificate requirements and the place to apply for teachers' certificates. It includes a blank for establishing the previous experience record, and an employee's withholding tax exemption certificate.

One week later we send a letter which provides the schedule of events for the start of the new year. This includes a special "get-acquainted" meeting one day in advance of the first general faculty meeting. At the "get-acquainted" party, each new teacher is met by a welcoming committee, and a name card is pinned on her lapel. The party includes the following elements:

1. *A speech of welcome* delivered by the president of the board of education.
2. *A talk on getting acquainted with the organization.* Information is given about the pattern of our organization, and where and how to make complaints if the need arises. The talk stresses team play and the fact that the teacher should look upon herself as belonging to the entire faculty and not merely to the group in the building where she teaches.
3. *A discussion of some important details:* Pay days, filing the withholding tax exemption certificate, recording the teacher's certificate, and the regulations requiring periodic additions to training are explained.
4. *A talk on social and professional opportunities* explains the work of the Hutchinson Teachers' Association with its tradition of 100 per cent

(Concluded on page 62)

*Superintendent of Schools, Hutchinson, Kans.

The American
School Board Journal
A Monthly Periodical of School Administration
Edited by
Wm. Geo. Bruce and Wm. C. Bruce

## ADVENT OF A NEW SCHOOL EXECUTIVE

THE announcement that the board of education has elected a new school superintendent who henceforth will administer the local school system, invariably excites the attention of the community and of the school staff. The interest of citizens, which may range from mere curiosity to active welcome or antagonism, will hardly affect the early success of the newcomer. However, the attitudes of the teaching and administrative staff and of the school board will contribute much to the effectiveness of the new executive.

It is a common exaggeration to say that the new superintendent creates his own status in a community. True, if seriously bad conditions have been passed on to him by his predecessor, the promptness with which he discovers the evils that exist and makes clear to the board that some early action is necessary will help the board form a judgment concerning his awareness and initiative. He can hardly be blamed, however, if he asks that he be given time to study local policies and total conditions before rushing in with recommendations or himself taking executive action.

Another picture is presented where the predecessor has left a long and honorable career behind him, and at the time of his exit enjoyed the acclaim of the professional forces and the good will of a taxpaying constituency. Here the newcomer will find it wise to emulate the administrative policies of his predecessor and to work out his own ideas for progress with rather slow circumspection.

In either case the new superintendent should be able to approach his task with the assurance that he has the unanimous support of the board, including any member who may have voted against him; that the board will work in harmony with him and defend him in all matters which advance the interests of the school system and of the children. It is not unreasonable to ask that the president of the board, or some wise old member, make it his business to inform the new incumbent with background information and give him day to day help and counsel. In nine out of ten cases where a new superintendent fails, this failure is due to the fact that the board members have not recognized their responsibility for his success, and that his lack of success is their own failure for which the community has reason to hold them responsible.

It should be a definite portion of the welcome accorded the new school executive that the board specifically gives him the authority needed to carry into effect a sound policy of education, that the board limits itself to policy making and to the evaluation of the success or failure of present and new school activities and services. It should be further understood that the superintendent will not overstep the authority implied in sound and accepted procedure in school administration, that he will not allow an overzealous spirit to take sides in old controversies without serious thought, nor make recommendations for long-range action without full and deliberate consideration of the total outcomes.

The success of a new superintendent will be assured as soon as the board and he can come to a complete understanding and mutual respect so that they will work as a unit.

## SCHOOL BUILDING SURVEYS

IN PRACTICAL utility the school building survey has repeatedly proved its necessity and long-term value. In the largest cities it has become a permanent element of both the educational planning and of the school business management, to be repeated at intervals of two to five years and to be a joint responsibility of the research office of the superintendents' department and of the combined work of the school board's architect or superintendent of buildings, the fiscal officer, and the business manager. Small cities and even large consolidated school districts have found the services of the school-plant division of the state superintendent's office or of an experienced professor in the state university's college of education to be of unquestioned value. A few privately operating experts — usually former state school plant officials — have been available and have done excellent work.

The pattern of the more effective survey has included summary findings on (1) the community's social-economic status and its educational program; (2) an evaluation of the existing school plant, using one of three widely tested score cards; (3) a population study with a parallel enrollment study; (4) a fiscal and tax study with an estimate of local willingness to meet higher outlays; (5) recommendations for (*a*) abandoning wholly unfit old buildings and sites, (*b*) remodeling and enlarging partially satisfactory buildings to meet present-day programs, (*c*) purchase of new sites and erecting new buildings; (6) a statement of the estimated cost of all the work broken down to enable the school board and the executives to program the work for (*a*) annual remodeling and new work, and (*b*) for levying additional taxes and voting bond issues; (7) a summary of the fiscal program over a period of years.

It seems hardly necessary to add that the most skillful, accurate survey is valuable only to the extent that a competent superintendent and a progressive school board make their own evaluation of the findings, modify the plan on the basis of their superior understanding of community willingness to pay for and use a better school plant. A number of very fine surveys have failed miserably in initial execution because the school board members allowed their enthusiasm over the findings to overestimate community willingness to carry along a large bond issue or a radical increase in the tax rate. The most effective surveys have moved forward conservatively, with little or no immediate increase in the taxpayers' bills as the community sold itself on the usefulness of the remodeled buildings and of one or another new structure, the later and more ambitious recommendations were readily put into effect.

## AN ASPECT OF SCHOOL AND HOME RELATIONS

A SCHOOL principal in a midwestern city brought a storm of criticism upon himself when he placarded his school building with signs reading "Our library should be doubled in capacity." Another principal caused pupils to carry to their parents sharply worded literature demanding better pay for teachers. The latter action was not only resented by the parents to whom the document was addressed, but by the board of education to whom the principal had not previously addressed himself.

These cases bring to the fore an aspect of the relations which the school bears to the home, and to what extent the one may press its demands upon the other. No doubt, the determination of school needs and the condition under which the personnel is working comes first and foremost within the province of the controlling body, the board of education. Nor can controversy arising between the school personnel and the board consistently be transmitted to the home for a decision except as a last resort and when other measures have been exhausted.

The propaganda efforts of a school personnel invoking school support through the medium of pupils and parents, has not only been superfluous but illogical and unwise as well. The relations which ought to exist between the school and the home,

through contacts between teachers and parents, are well understood.

The citizens may express themselves of their own volition on such improvements and changes as they may believe to be in the interest of their schools, but when the professional factors seek to make vocal what new departures ought to be engaged in, then the superintendent of schools becomes the logical spokesman. Thus, the personnel must address themselves first to their chief, rather than to the board of education, or to the general public.

Where boards of education and superintendents draw the teaching personnel into their confidence, inviting opinions and suggestions designed to bring about a better understanding and greater co-operation, the embarrassments mentioned above are less likely to happen. Only when the principal or teacher has reason to feel that he is met with a deaf ear, as far as the administrators are concerned, he will turn to the general public for redress, preferably through the press. This ought not to happen and will not happen if a proper attitude is maintained by the school executives toward the professional workers.

## DON'T STEP DOWN

UNDER the above caption the weekly Boston *Pilot* recently called attention to the high place which the teacher must occupy in a democracy. Incidentally attention was called to the fact that in any successful democracy there is a hierarchy of office, of technical services which, while they use democratic processes and approaches, must maintain a position and a dignity higher than that of the average citizen. The editor wrote:

> One of the most dangerous tendencies in the general emphasis on democracy is the creation of a mentality of complete equality. The idea seems to be getting around that because political equality is a desirable thing we should bend all our efforts to producing a similar equality in all other fields of endeavor. If it is true to say that all men are created free and equal no one must pretend to either a superiority of rights or a superiority of responsibilities over his neighbors. This kind of global sentiment is a very dangerous one indeed.
>
> The point has been made before, for example, that thirty years ago women in their efforts to indicate their civil equality with men did a great deal more, and where formerly they had been in a position more exhalted than man, after their struggles they found themselves to be only his equal. The matter is simple enough on reflection. It is patent that, like the stars differing in glory, so too there is a hierarchy of abilities, and even responsibilities among men.
>
> This week at a gathering of social scientists in New York a similar service as just described was done for the school teacher. It has been traditional here in America with our particular national devotion to education to consider the teacher a kind of superior citizen, and if indeed one not holding special rights surely at least one holding special responsibilities. It is true that this is a somewhat august burden to put on a single profession but one that has always been honored by the particular dedication of those who were its members. The resolution produced this week said we "affirm that the rights and responsibilities of the teacher as a citizen are identical with those of other members of the community in general." With that resolution the teacher has taken a step down and somehow it seems a pity.
>
> The teacher occupies in the community a position of singular importance because in our present community arrangements the child is under the influence of the teacher for many if not most of the child's waking hours. The school supplements the work of the home and by a sort of designated authority the teacher takes over primary parental responsibilities. In this way the teacher certainly does bear rights and responsibilities beyond that of the other professions and the public in general. If an attempt is made by the social scientist or any one else to abdicate this responsibility and these rights the honor of the teaching profession will descend correspondingly.
>
> The work of the teacher is in many senses a real vocation and if there are those who turn it into one more routine job they will destroy its greatness. We feel that the teachers do not share their unhappy opinion.

# Communists as Teachers

*John K. Norton, Ph.D.*[1]

Communism is more than a political party. It is a movement which would take over and regulate, according to a despotic ideology, every phase of a citizen's life.

It has done that very thing where it has been able to seize power.

It tells you what you can think — you follow the party line.

It regulates your economic life.

Freedom of religion and conscience go out the window, when Communism comes in.

It takes over art in all its forms — the drama, music painting, literature.

It rigidly controls all forms of communication — the press, the radio, motion pictures.

And it looks upon the school and education as an especially choice means of achieving its evil ends.

* * *

It has as its first and indispensable objective — the seizure of power by a small group — called the dictatorship of the proletariat.

It has never come into power in any country by a clear vote or mandate of the people, but always by violence, assassination, conspiracy, double dealing and the like.

In fact, any means, no matter how it outrages human personality, is moral under the Communist code — anything goes if it appears to advance the time when the dictatorship comes into power.

And it assigns a special role to the teacher who joins this movement — it is his duty to destroy the loyalty of the child and youth and to indoctrinate him with Communist ideology.

The teacher is expected to do this in so far as he can without taking too many chances of getting caught.

The teacher should do this regardless of the subject he teaches — all the way from art to zoology.

* * *

This international conspiracy — Communism — has more than 400,000,000 people under its iron heel today.

These things that I say are not hearsay, supposition, conjecture.

They are stated over and over again in official Communist documents and these things have been acted out wherever and whenever Communism comes into power.

Even the slightest deviation — as they call it — places one outside the pale. Witness Tito in Yugoslavia.

This is the movement which a member of the party supports and to which he regularly pays dues.

I ask you as a loyal American citizen and teacher to acquaint yourself with the facts.

The issue in this whole question may be briefly stated: *Should there be freedom to destroy our freedom — and by using the school as a means of doing it.*

* * *

Fellow teachers, let us remember that as much as we all love freedom — as noble as the word freedom is — freedom is not an absolute.

We are not free to kill, to commit libel, slander, perjury. Freedom and liberty stop at the place they become license, and begin to interfere with the liberty and rights of others.

Further, let us remember that to teach is not a right — but a privilege — and a great privilege.

We have fought for years to lift the standard for admission to this noble calling. We have fought to surround our work with the conditions and rewards appropriate to such a high calling.

Do we want to admit to this great calling and privilege those who have officially pledged their allegiance and their support to the doctrines and the methods of Communism, by joining the Communist party and who renew that pledge and that support every time they pay their party dues?

We should not relax our efforts; we should redouble our efforts for all of the professional objectives for which we have fought in the past.

I do not ask you to accept my opinion on this matter. I merely urge that you acquaint yourself with the pertinent facts and considerations bearing upon the issue of whether Communist party members should have the privilege of instructing your child, my child and the children of other loyal American citizens.

If you do so acquaint yourself, I have no fear as to what your answer will be.

[1]This is an abstract of a paper by Dr. Norton, who is professor of Educational Administration at Teachers College, New York City, read before the Boston Convention of the National Education Association on July 6, 1949.

"All Aboard"—

# National Association Building Background and Finding Ways to Serve States and Locals

A trip to New York City to represent the National School Board Association at the Fourth National Conference on Citizenship, gave the new Executive Secretary, Edward M. Tuttle, an opportunity to make personal contacts with school board leaders in half a dozen eastern states—New York, Connecticut, Rhode Island, Massachusetts, New Jersey, and Pennsylvania. Brief items on the current situation in these states will be of interest to others.

## NEW YORK

New York was in the midst of a series of twenty regional meetings of school board members. These were all scheduled within a period of six weeks, and were always held in late afternoon or evening, often with a dinner feature. Programs were in the hands of local committees working with the district chairman who usually presided. (New York State is divided into six districts, each with its own officers.) The program usually included music by local school groups, a talk on some topic of immediate interest by a local leader, and a report on new state school legislation by Everett Dyer, the executive secretary of the New York State School Boards Association, Inc., who attended every meeting. A discussion period at the close often proved the most valuable feature of the evening. Attendance at these meetings varied from 75 to 150, with an average of around 100, so that the series reached some 2000 school board members in the state. Better than 96 per cent of all types of school boards (city, village, central, and rural) in New York belong to the state association.

## CONNECTICUT

In Connecticut a special evening meeting of the Executive Committee of the State Association of Boards of Education was called to talk with Mr. Tuttle in the Hartford board of education rooms. Ten persons were present and, after a description of the organization and plans of the N.S.B.A., a discussion was general and absorbing until nearly 11 o'clock.

Connecticut has only eight counties, 170 school districts, and approximately 1300 board members. There is a state board of education of nine members appointed by the Governor, and this board in turn appoints the Commissioner of Education without any set term. An important factor in the educational development of the state is a Council on Education made up of representatives of many lay and professional groups, and there are also nine regional Citizens Councils (one for each county and one for the cities). This past year the Connecticut Education Association added all school board members to the complimentary mailing list for its journal, *Connecticut Teacher*, and this has increased the spirit of co-operation between the boards and the teachers.

Another significant piece of work in Connecticut is a series of free courses for school board members on the duties and conduct of board business, given during the fall and spring months. These are under the direction of the Division of Federal—State—Local Relations of the State Department of Education, and are held one night a week for six consecutive weeks in four different centers. This work has been going on for three years.

## RHODE ISLAND

Rhode Island is going through a transition period in its school board association. The Rhode Island Public School Officials Association dates back to 1932, but in 1935 it lapsed when the state board of education and the office of State Commissioner were abolished and the chief state school officer became the director of the state department of education, appointed by the Governor. There are only 39 school boards in the state, with from

(Continued on page 52)



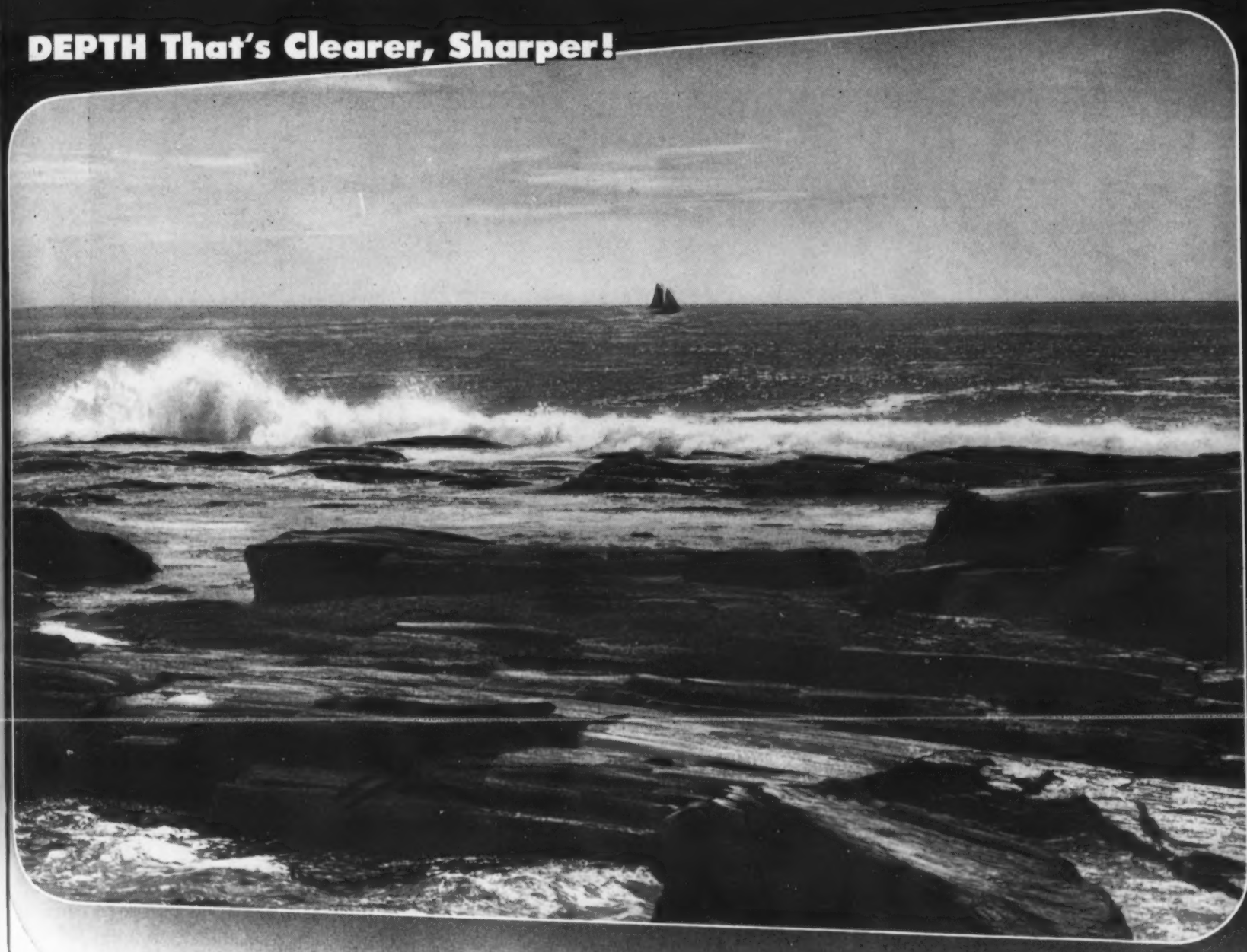
THE JAMESTOWN, NEW YORK BOARD OF EDUCATION IN SESSION

The Jamestown, New York, board of education has been engaged during the past year in adjusting the schools to the postwar situation through the revision of the instructional services, the improvement of the school plant, and the solution of financial problems.

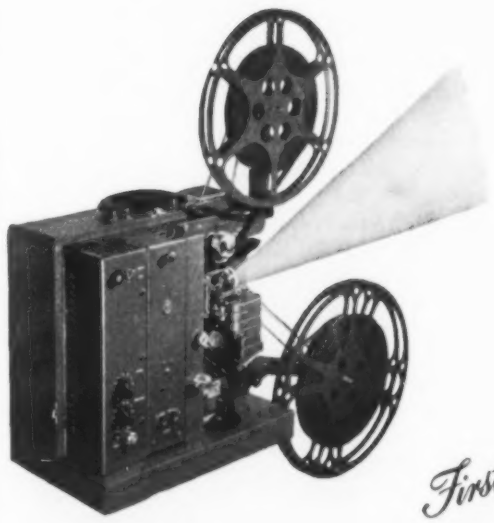
The president of the board, Weldon M. Nelson, is at the head of the table. The members from left to right are: Arthur R. Smith; Mrs. Clarence A. Bjork; Stanley Weeks; Saner C. Hullihen; Mrs. Clarence G. Nelson; John P. Danielson.

— Photograph, courtesy Supt. Carlyle C. Ring

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THE FITCHBURG, MASS., SCHOOL COMMITTEE IN SESSION

**The school committee of Fitchburg, Mass., has engaged during the school year just passed in an extensive program of administrative improvements. A new single-salary schedule has been adopted. The use of visual aids has been extended to the entire school system. The class size has been reduced. Courses of study have been improved; and an extensive program of remodeling has been worked out. The committee is working at present to clear up its appraisal of school building needs and is working out a solution of the six-three-three organization program.**

**In the picture, left to right, are: Agnes D. Cashman; Mary E. Bartley; Walter O. Cashman, vice-chairman; Louise E. Goodspeed, stenographer; George W. Stanton, chairman; George C. Francis, superintendent; Thomas H. Moriarty; Teresa M. Gainey; Armand O. Richard. — Photograph, courtesy Supt. George C. Francis**

(Continued from page 50)

3 to 15 members each, all elected by popular vote. Efforts are being made to raise the standards for school committeemen, as they are called, and to revitalize the state association. Other states and the N.S.B.A. offer encouragement and good wishes.

## MASSACHUSETTS

The Massachusetts Association of School Committees (Boards) held its third annual meeting in Fall River, beginning with a dinner on Friday, May 20, and carrying through an all-day program on Saturday. Mr. Tuttle was so fortunate as to connect with this meeting, and it afforded an opportunity to establish mutual understanding and co-operation. He spoke briefly of the plans of the N.S.B.A. and conferred separately with the Executive Committee. Action was taken on Saturday to affiliate the M.A.S.C. with the National School Boards Association, which it had not heretofore joined. Of the 351 town and city school committees in Massachusetts, some 200 are present members of the three-year-old state association, which is planning to increase its membership and strengthen its work. The incoming president and secretary are Dr. George M. Harper, Jr., of Williamstown and Miss Mabel H. Keating of Burlington.

## NEW JERSEY

New Jersey is one state in which the state school boards association is a legal part of the educational machinery. By an act of the legislature in 1914 a "State Federation of District Boards of Education" was created; each district board was authorized to "select annually one of its members as a delegate to the State Federation"; and "for the purpose of defraying the necessary expenses of the State Federation, the various District Boards may pay the necessary expenses incurred by its delegates, and may appropriate annually a sum not exceeding ten dollars for dues, to be paid by the Custodian of School Moneys of the school district to the Treasurer of the State Federation." There are 560 school districts in the state, and even though practically all of them are affiliated with the State Federation its budget is limited by the original act, which has never been changed.

At a semiannual meeting held in Trenton on June 3, Arthur J. Crowley of New York, an honorary past president of the N.S.B.A., presented greetings and explained the organization and plans of the National Association.

## PENNSYLVANIA

The Pennsylvania State School Directors Association has been in continuous existence since its first meeting in January, 1896. Now in its prime at 53, it appears to be the oldest active state association of school boards. For 18 years (1902–20) of this period, it functioned as a department of the State Education Association, but since 1920 has been an independent organization. In 1937 it provided for a full-time executive secretary, and P. O. Van Ness has occupied that position ever since.

Approximately 90 per cent of the 2542 school boards in Pennsylvania are members of the state association, and the state school law provides that "any such board may become a member of the State School Directors Association and may pay out of school funds of the district any membership dues which may be assessed by the Association at any state convention of school directors to defray the necessary expenses of maintaining the Association and of holding the Convention." A 40-page *Bulletin* is published four times a year with a present circulation of 13,500. Pennsylvania also has legally constituted County Boards of School Directors, 66 in number, elected by the directors in each county at an annual meeting. In addition, the State Association has ten regional directors who, with the officers, constitute the executive board.

Over the years Mr. Van Ness has developed many services to the school directors of Pennsylvania, and has established important affiliations with other organizations in the state concerned with education. Among these are the Public Service Institute of Pennsylvania, which provides in-service training for local and state government officials and employees, including school board secretaries, school building custodians, school cafeteria workers, and school bus drivers; the School Employees Retirement System, to which the school boards of the state contribute 25 per cent of the retirement fund; and the Pennsyl-

(Concluded on page 54)

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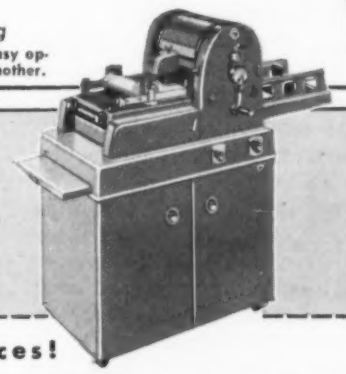
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## NATIONAL ASSOCIATION OF SCHOOL BOARDS

(Concluded from page 52)

vania Interscholastic Athletic Association. Mr. Van Ness serves as a member of the board of each of these organizations, and in the case of the Athletic Association every district committee also includes a school director.

An interesting feature of the Pennsylvania situation is that the school board secretaries, who under the law are the business managers of the boards, have had a separate state association of their own since 1914. They meet in annual convention in Harrisburg at the same time as the school directors, early in February, and combine programs in part.

One outstanding accomplishment of the last session of the Pennsylvania Legislature was a complete revision and consolidation of the school laws into a concise, consecutive act known as the "Public School Code of 1949." This is the first codification to be made since 1911, and the executive secretary of the State School Directors Association was frequently consulted by the State Government Commission, which had the preparation of the law in hand.

### Association Letterheads

One of the members of the Massachusetts state executive committee suggested that when they printed new stationery it would be interesting to add a line to the letterhead indicating that their state association is a "Member of the National School Boards Association." This idea which might gradually be adopted by all state associations affiliated with the national organization, will help to increase our sense of unity.

Incidentally, a number of states, as well as the National Association are already using a dark blue ink for their printed letterheads and return envelopes. It shows up attractively on white bond paper and might in time come to be a distinctive characteristic of school board stationery everywhere.

## THE REGIONAL IDEA

Mr. Van Ness, Pennsylvania's executive secretary, suggested in conversation with Mr. Tuttle that it might be desirable, as the school board movement grows, to consider holding a series of regional meetings over the country, which would be intermediate between the various state meetings and the single annual national conference.

The national office would like to have reactions to this idea, with suggestions as to convenient regional groupings of states, ways in which such regional meetings could be organized, conducted, and financed, what purposes they might serve in addition to the contributions of state and national meetings, and the like.

The primary motive back of any meeting of school boards — local, sectional, state wide, regional, or national — should be the promotion of more effective service to the schools. Unless it helps members to perform their duties with greater wisdom and skill, there is little excuse for holding a meeting. On the other hand, a well-conducted exchange of ideas and practices can be tremendous stimulation to those who participate.

### In-Service Education of Board Members

The most fruitful method of helping members of school boards, especially those newly elected, to become familiar with the duties and functions of boards of education is through some form of short, intensive course of instruction by competent authorities.

The national office has picked up a few reports along this line, like the one in Connecticut mentioned earlier, which indicate that a good deal more is probably being done than most of us realize. Mr. Tuttle would like to have information and materials concerning successful examples of in-service education of school board members, whether they be one-day workshops, or local meetings once a week over a period of weeks, or concentrated study for a week or more at some larger center such as a university, or whatever other method has been used.

## COMMUNITY COUNCILS

Every meeting dealing with education and the public schools sooner or later gets around to agreement that the greatest single factor in improving conditions would be a closer working relationship between the general public and the teaching profession.

Programs are filled with such topics as "Selling Education to the People," "The School and the Community," "Public Relations in Public Education," "Education and the Press," "Administrators and Parents Work for Improved Educational Opportunities for Teachers and Children," "The Advisory Council in Public School Relations," etc.

There are those who hold that the American people do not need to be "sold" on the public school. The public believes in the school already as a basic instrument of our American democracy. However, these same persons, and all who have studied the matter, agree that with rare exceptions the American people take their schools too much for granted, and are inclined to believe that everything will go along all right without their active interest and support. Nothing could be further from the truth. The predicament in which most schools find themselves today is largely the result of this neglect and apathy on the part of the public generally.

Evidence accumulates that wherever significant steps have been taken to strengthen and improve the public schools of a community, they are the result of two major factors: (1) the combined action of all community groups having an interest in the schools; and (2) the unrestricted presentation of all the facts involved in the situation, pro and con. It can be taken for granted that if the attention of a majority of the people can be focused on the needs of the schools, and if they are then given a complete, unbiased picture of existing conditions and future requirements, they can be trusted to reach decisions that will be right and best for the community as a whole and for its children in particular.

## THE SCHOOL BOARD IDEAL

**A long life of public service, rich in experience, led a famous statesman of the past generation to conclude that when a spirit of good will, energetic purpose, and clear thinking combine in one individual they produce the most potent instrument of human progress. All three qualities must be present, for ideas and good will without energy bear little fruit, while ideas and energy without good will often work untold harm. Here is a constructive ideal which members of school boards may well seek to emulate in their duty of promoting public education in America.— E. M. T.**

---

On the other hand, when one special group or element in a community (even the school board itself) attempts to take action without consulting others who should be equally concerned, or when movements are made secretly and without revealing all the factors involved, the result is almost certain to be contention and strife which disturb and upset the community or even rend it asunder in a division that takes years to heal.

The implication of all of the above is plain. It indicates that the surest, safest, and most successful instrument for improving the public schools in any given community is some kind of a Community Council, or Educational Committee, or whatever it may be called, which brings together all the agencies involved for mutual consideration and joint action. Here and there such councils are already functioning on local, county, and state bases. Their number and effectiveness need to be greatly multiplied. In proportion as this is done, improvement in public education will be accelerated.

### Alabama School Boards Organize

Under the sponsorship of the Citizens Advisory Educational Council of Alabama, representatives of 42 of the 108 school boards in the state met on June 16 and organized a State Association. Many other boards not directly represented have indicated their interest. The new president is Dr. L. E. Kirby of Birmingham and the secretary is N. F. Nunnelley of Talladega. Congratulations are in order.

This is the 39th state-wide association of school boards of which the National School Boards Association has record. A careful check is being made by the N.S.B.A. office as to current officers in the various states, and as soon as possible a complete Directory of State School Board Associations will be made available.

### A UNIQUE RECORD

Mrs. Winifred Stewart, who died recently, at Salida, Colo., has one of the most unique records in connection with the Salida board of education, as her father, her husband, and her son all have served as members of the board.

Her father, the late Louis Wenz, served on the Salida board from 1901 to 1903. Shortly after her graduation from the Salida high school, Mrs. Stewart married L. B. Stewart who served on the board from 1922 to 1934. Her son, Joseph, was elected to the board in 1937 and has served continuously being re-elected in May for another six-year term.

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### School District Property

The purpose of the Illinois statutes making the trustees of schools holders of title of all school property for the use of people of the state was to vest the title to lands and buildings in the trustees and supervision and management in the directors, but the real owner is the people. Ill. Public Laws of 1857, p. 271; Smith-Hurd statutes, c. 122, §§ 4–21, 4–22. — *Low* v. *Blakeney,* 85 Northeastern reporter 2d 741, 403 Ill. 156.

Where realty was conveyed in 1869 to the school trustees under a deed providing for reversion whenever one acre conveyed ceased to be used for school purposes and the conveyance was made at the time the Illinois legislature had expressly vested the title to school sites and school buildings in the trustees of schools, the successors in title to the grantor were not entitled to the buildings and improvements on the land when it ceased to be used for school purposes. Ill. Public Laws of 1857, p. 271, § 39; Smith-Hurd statutes, c. 122, §§ 4–21, 4–22. — *Low* v. *Blakeney,* 85 Northeastern reporter 2d 741, 403 Ill. 156, Ill.

A city ordinance establishing a purchasing department for the city, and providing that the city purchasing agent shall purchase all supplies, material, and equipment required for the city and for every department thereof, and that the school committee shall determine and send a requisition to the agent to purchase books, and items used for technical instruction, and that the agent shall procure the article he considers best in quality, all other things being equal, does not exceed the authority of the enabling statute. G. L. (Ter. Ed.), c. 41, § 103. — *School Committee of Gloucester* v. *City of Gloucester,* 85 Northeastern reporter 2d 429, Mass.

If an article to be purchased is peculiar to the field of education, the school committee's determination as to quality, as disclosed in its requisition, will be conclusive on the purchasing department of the city. G. L. (Ter. Ed.) c. 41, § 103. — *School Committee of Gloucester* v. *City of Gloucester,* 85 Northeastern reporter 2d 429, Mass.

The liability of a board of education of a school district is corporate, and those injured by the board's neglect may have an action against the board and may be indemnified out of the funds vested in the board by the New York statute, or which the board is empowered to raise. N. Y. Education Law, §§ 1701, 1804. — *Schoen* v. *Board of Education of Cambridge Central School Dist. No. 10 of the towns of White Creek, Cambridge, Jackson, Solon, and Easton, Washington County,* 87 N.Y.S. 2d 589, 274 N.Y. App. Div. 682.

Where a 13-year-old pupil in a public school was struck in the eye by a pencil thrown in a classroom by another pupil to a third pupil, who stepped aside, the proximate cause of the injury was unforeseen by the pupil who threw the pencil, and the absence of the teacher from the classroom was not the proximate cause of the injury so as to impose liability for the injury on the board of education. — *Ohman* v. *Board of Education of City of New York,* 88 N.Y.S. 2d 273, N.Y. App. Div.

### School District Taxation

The bonds of a school district do not create a "debt" within the meaning of the Texas constitution until they are issued, lithographed, approved by the attorney general, registered by the state comptroller, sold and delivered to a purchaser. — *Rice Consol. Common School Dist. No. 13* v. *City of Tyler,* 219 Southwestern reporter 2d 558, ref. n.r.e., Tex. Civ. App.

A Massachusetts statute providing that every city and town shall annually provide an amount of money sufficient for the support of the public schools, conveys a positive and inflexible legislative command, and places a school committee in many respects on a basis different from that of any other municipal department. G. L. (Ter. Ed.) c. 71, § 34, as amended by the Mass. statutes of 1939, c. 294. — *School Committee of Gloucester* v. *City of Gloucester,* 85 Northeastern reporter 2d 429, Mass.

Where the members of a board of consolidated school districts, after leaving their resignation with the secretary of the board, filed a petition seeking to restrain the secretary from holding special elections to fill vacancies on the board on the ground that they had not resigned and the membership of the board was not thereby reduced below a quorum, the individual citizens could intervene in the injunction action to assert that the petitioners had resigned and to compel the secertary to perform the official act of ordering a special election, and were not required to challenge the petitioners' right to their office by proceeding in *quo warranto* or to bring mandamus action against the secretary. I.C.A. §§ 277.24, 277.29, 279.7. — *Board of Directors of Menlo Consol. Dist. of Menlo* v. *Blakesley,* 36 Northwestern reporter 2d 751, Ia.

### School District Claims

In a negligence action against the board of education of a school district, the board and not the school district was the party corporate defendant. N. Y. Education Law, §§ 1701, 1804. — *Schoen* v. *Board of Education of Cambridge Central School Dist. No. 10 of Towns of White Creek, Cambridge, Jackson, Solon, and Easton, Washington County,* 87 N.Y.S. 2d 589, 274 App. Div. 682, N.Y.

The reinstatement or reappointment of a teacher who has resigned by the board of education of New York City is not mandatory. — *Korey* v. *Board of Education of City of New York,* 88 N.Y.S. 2d 160, N.Y. Sup.

### KANSAS CITY TO RETAIN FORTY WEEKS' SCHOOL TERM

Dr. Harold E. Moore, of Kansas City, Mo., in a letter distributed to the citizens and school patrons, has given the results of a study of the longer school term and the desirability of maintaining the forty weeks' term in Kansas City.

In the letter, Dr. Moore shows that, historically and functionally, forty weeks constitute an accepted minimum educational program for a city comparable to Kansas City, rather than a maximum that could be reduced. He maintains that a reduction in the length of the school term is a matter capable of grave consequences.

In the letter, he points out that Kansas City changed from a 36 to a 40 weeks' school term in 1904, and has maintained this standard every year since, with the exception of 1939 when four weeks were cut off due to inadequate funds.

### REVERE'S VISUAL-AIDS DEPARTMENT

One of the problems with which school administrators are confronted is the setting up, financing, and equipment of a visual-aids department in the schools. In Revere, Mass., the school faculty tackled the problem three years ago. Paul Mulligan was appointed director and given the task of organizing and conducting the new department.

Without financial assistance from the school board, the schools have developed one of the best equipped and operated visual-education departments in Massachusetts. The equipment, valued at about $6,000, was acquired through gifts and the proceeds of various school activities. Projection rooms have been set up in all of the schools, a distribution system for delivery of materials is established, and the teachers are making excellent use of the materials available.

### NEW SCHOOL PROJECTS IN McCOMB, MISS.

During the school year 1948–49 the public schools of McComb, Miss., have carried on a number of interesting school projects. Throughout the elementary schools, the Metropolitan reading tests for diagnostic purposes were given to pupils, and it is planned to follow up on the findings during the 1949–50 school term. In addition to these tests, the Durrell tests were given to students especially weak in reading subjects.

During the school year 1948, the high school conducted an activity period of thirty minutes each class day. The first three days in each week were devoted to club activities in the subjects of science, arts and crafts, and music; the Thursday period was reserved for home-room discussions; and the period on Friday was used for assembly. In April, the high school conducted a career day, sponsored by the student council. Various subjects in which the students were interested were scheduled and speakers were present to discuss the various phases of these subjects. The program elicited considerable interest from students and the people of the town.

During the year a guidance program was conducted, with the assistance of the State Department of Education, with special reference to pupils in all the grades. A filing system was set up to **provide a record to follow** each pupil through his entire school life. The system will be enlarged during the school year 1949–50.

A new cafeteria will be available in the schools during the year 1949–50.

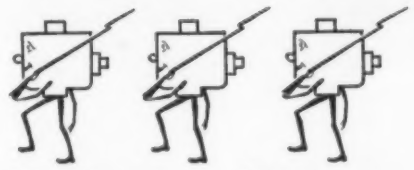
### PONTIAC HOLDS WORKSHOP FOR PRINCIPALS

During the school year 1948–49 a workshop for superintendents, assistant superintendents, principals, and assistant principals was held in Pontiac, Mich. The classes were conducted every second Monday, from 12 a.m. to 2 p.m., under the direction of Dr. E. Kelly, of Wayne University.

The purpose of the workshop was to make the administrative group well acquainted, to learn techniques of handling teachers in workshops, and to study how to improve classroom instruction.


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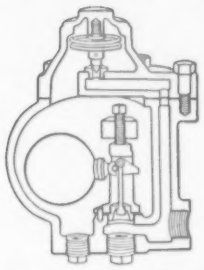
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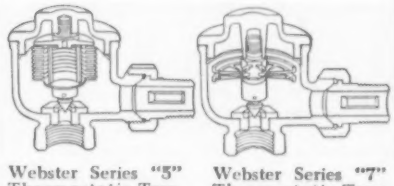
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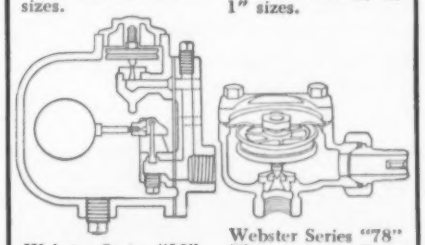


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## THE N.E.A. IN BOSTON

At the 87th annual convention of the National Education Association problems relating to Communists as teachers and loyalty oaths by teachers, overshadowed in significance the discussion of such matters of professional interest as teachers' salaries, the teacher shortage, social and economic security, federal aid to education, and physical education, which engaged the attention of the summer meetings of the Association in former years. The Boston Convention, July 3–8, attracted some 5000 teachers, of whom more than 3000 were official delegates from state and local organizations.



**Dr. Andrew D. Holt**
**President, National Education Association, Nashville, Tennessee**

Dr. Holt has been professor of education at West Tennessee State Teachers College and state supervisor of high schools. Since 1937 he has been executive secretary of the Tennessee State Teachers' Association.

The problem of permitting members of the Communist party to continue as teachers was the subject of bitter controversy in preliminary convention conferences. Dr. John K. Norton, who was responsible for the report on International Tensions, by the Educational Policies Commission, presented a straightforward statement against Communists to the Representative Assembly. At the same session S. Perry Brown, National Commander of the American Legion, called attention to the fact that the eyes of the nation are on the American teachers. The opposition to the report was led by Mrs. Rose Russell, legislative agent of the CIO teachers' union, of New York City, who opposed the wording of the report, because it would give a weapon to school officials who would like to use the subterfuge of disloyalty to get rid of teachers who are working for the good of their schools. By a rising vote, the convention expressed the opinion that no teacher who is a party member should be continued in school employ or should have his tenure defended by the Association.

### School Finances

The problem of the declining expenditures for education came before the convention in a discussion of the report on "48 State School Systems," prepared some time ago by the Council of State Governments, under the direction of Dr. Francis S. Chase, assisted by Dr. Edgar L. Morphet. The Association reasserted its demand for federal aid to education. It urged that teachers' salaries be increased and that efforts be made nationally for the recruiting of new teachers by increasing the number of students in education courses.

The Association decided to hold its 1950 convention in St. Louis despite the fact that there was opposition to that city because of racial discrimination in the schools and public institutions.

The officers elected for 1949–50 are: president, A. D. Holt, Nashville, Tenn.; first vice-president, Corma A. Mowrey, Charleston, W. Va.; executive committee, Margaret Boyd, Steubenville, Ohio, and Robert C. Gillingham, Compton, Calif.

### The Resolutions

The list of resolutions included statements favoring the preservation of democracy through the teaching of the evils of Communism, education for world understanding, support of the United Nations and UNESCO, full assumption of professional responsibilities by teachers, improvement of professional standards with a minimum qualification for first employment of a bachelor's degree, selective recruitment of future teachers, expansion of such services as nursery schools, junior colleges, educational camping, etc., federal aid to education, adequate support of the U. S. Office of Education, enlargement and improvement of school administrative units, etc.

## NEW ENGLAND SCHOOL NEWS

A citizens' advisory board to inform the public on the building report of the $21,850,000 program, proposed by Dr. Henry H. Linn of Columbia University to be carried out over a 15-year period, will be formed in Worcester, Mass., according to School Chairman Wat Tyler Cluverius. Mr. Cluverius who heads the board will name the other members. Its job will be to advise the public on details of the program. Dr. Linn made his report after a year's study and the advisory board will spur public interest and point out the need for action. The city has already made a start on the building program.

► The Worcester Law Department has ruled that solicitation of funds from pupils in schools for supplies or facilities is illegal. The opinion says such collections are forbidden by state laws and it is the responsibility of the school committee to enforce these laws. The opinion was given in response to a City Council request after it had received a report that funds were being solicited from High School of Commerce pupils for repairs to the amplifying system.

► The Athol, Mass., school committee has named E. Perley Eaton, of Medfield, Mass., as superintendent of schools. Mr. Eaton has been superintendent of schools in the Medfield School District since 1943. He succeeds William A. Spooner, who retired July 1, after 30 years in the Athol School system.

► Harold T. Rand, formerly superintendent of schools at Rochester, N. H., has been named superintendent in Melrose, Mass., to succeed Nat B. Burbank, resigned.

► The Marlboro, Mass., school committee has accepted the resignation of Superintendent T. Joseph McCook, who has become superintendent in Haverhill, Mass.

► The Westboro, Mass., school committee has named Charles M. Robinson of Westboro, Mass., as superintendent to succeed Dr. Garland B. Russell, who has resigned.

## NEWS OF SCHOOL OFFICIALS

► NORMAN EDWARDS has been elected business manager for the Ouachita parish school board at Monroe, La.

► STANLEY L. HAWLEY has been appointed supervisor of school district reorganization for the State Department of Education of Nebraska. Mr. Hawley who was formerly director of research, is succeeded by Allen R. Lichtenberger, of Omaha.

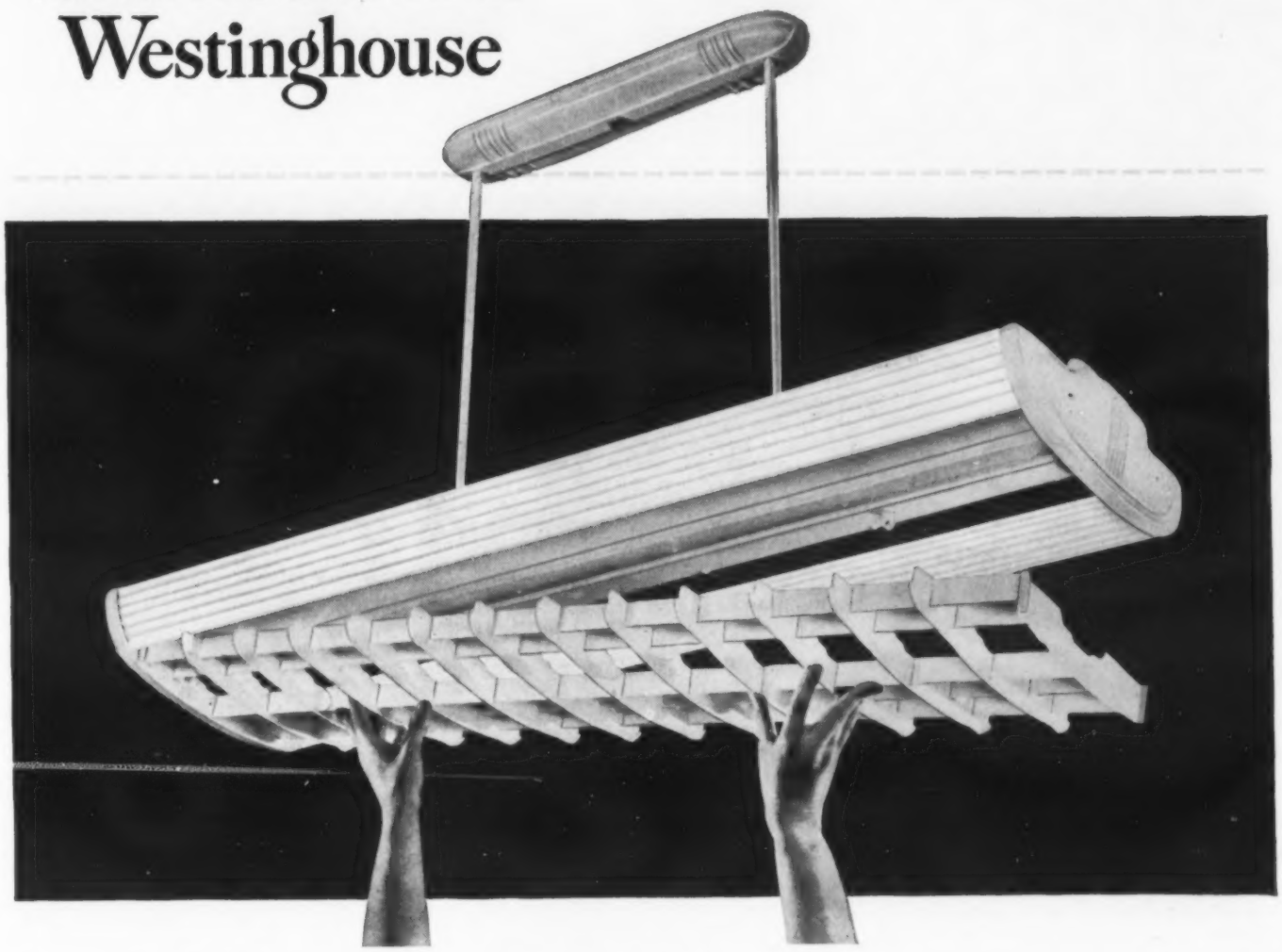
► DR. GEORGE M. GEYER, formerly with the California State School Redistricting Commission, has been appointed Assistant Superintendent and Business Manager for the board of education at San Diego, Calif. He succeeds J. Chester Swanson, who has resigned.

► DR. GEORGE V. HALL has been appointed Director of Research for the San Diego, Calif., city schools, to succeed Robert E. Jenkins.

► ROBERT E. JENKINS, formerly director of research at San Diego, Calif., has been appointed Assistant Superintendent in Charge of Instruction, to succeed Jay D. Conner.

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## TEACHER SHORTAGE IN MASSACHUSETTS

Although State Education Commissioner John J. Desmond does not anticipate any elementary schoolrooms will be teacherless when the schools reopen in the fall the shortage of grade teachers in the state remains serious. Massachusetts has between 300 and 1000 vacancies to fill before the new school year begins. Worcester, second largest city in the Bay State, has about 130 permanent positions open, according to Superintendent Thomas F. Power.

Commissioner Desmond is endeavoring to relieve the situation through authorizing the state's nine teachers' colleges to provide special elementary courses for liberal arts graduates and those qualified to teach in high schools. He believes the courses, plus the 300 elementary trained graduates of state teachers college this past June, the normal influx of graduates from schools outside the state and the number of former teachers who are returning to school jobs will produce the quota required by September. While the elementary school population in Massachusetts is rising, Commissioner Desmond says high school attendance is still declining. He expects the decline to continue until 1952. "This means," he says, "the high schools won't be able to absorb the normal number of new teachers. To permit them an opportunity to go into grade school teaching, the State Education Department has authorized the special summer courses at the teachers colleges."

## SCHOOL BUILDING CONSTRUCTION

During the month of June, 1949, contracts were let for 19 school buildings, in 11 states west of the Rocky Mountains, at a total cost of $5,455,514. Further building projects were reported in preliminary stages, in the number of 25, to cost $10,238,176.

During the month of July contracts were "let" in 11 states west of the Rocky Mountains for the construction of 11 school buildings to cost $2,465,285. Additional projects in preliminary stages numbering 21 were reported at an estimated cost of $5,678,000.

## SCHOOL BOARD NEWS

► Worcester, Mass. The school board has approved pay increases, ranging up to $5 per week, for 70 school custodians. The board has approved annual promotions for the schools but it will be necessary to continue seminannual promotions until the teacher shortage is relieved.

► Stoughton, Mass. The school committee has approved a suggestion of the Massachusetts Association of School Committees providing for the adoption of a uniform policy governing the early dismissal of high school seniors for employment. The new policy will be effective beginning with the school year 1949–50. It was also voted to set the second week in June as a uniform graduation week for high schools.




► J. F. Young has been elected business manager for the board of education at Bartlesville, Okla., to succeed Cleve H. Tate. W. V. Montgomery is the new member of the board to succeed Don B. Pruess.

► The voters of Pasadena, Calif., have elected three persons for board of education members for four-year terms. Vernon M. Brydolf, president of the board for two terms, was re-elected. The other two members are Mrs. Gladys C. Rinehart, vice-president, and Lawrence C. Lamb. The three who were elected to membership won out over 11 contestants.

► The school board of Ironton, Minn., has reorganized with Theodore Pettyjohn as president, Harold V. Johnson as vice-president, and Dr. B. A. Fine as treasurer. Mrs. John L. Singleton, Frank [illegible] Plut, and John A. Nelson will serve as directors.

► The board of education of Washington, D. C., has reorganized with C. Melvin Sharpe as president, and Dr. James A. Gannon as vice-president. Elected for three-year terms on the board were Adelbert W. Lee, Mrs. Edward C. Magdeburger, and Dr. Phillip T. Johnson.

► Dr. Ray Lyman Wilbur, noted educator, medical man, and humanitarian, died at Palo Alto, Calif., on June 27, of heart disease. He was 74. Dr. Wilbur was president of Stanford University 27 years and had acted as chancellor since 1943. He had served as president both of the American Academy of Medicine and the American Medical Association.

► Governor Talmadge, of Georgia, has retained for the state of Georgia the "essential" services of a high official in the State Department of Education. The Governor approved a request of the state school officials permitting the retainment of Dr. J. I. Allman, assistant state school superintendent, as a "special administrative aide." Dr. Allman was scheduled to be retired on July 1, under the state merit system. He has been an important official in the State Department of Education for years and is recognized as having administrative ability and an intimate knowledge of state school finances.

► The mayor of Jersey City, N. J., has appointed three new members to the nine-man board of education. Those appointed are Bernard Hartnett, Bernard J. Berry and Nathan M. Arlook.

► Supt. Virgil M. Rogers, of Battle Creek, Mich., has been re-elected for a new five-year term and his salary increased to $13,000 for 1949–50, and $13,500 for 1950–51.

► Mrs. Ella C. Mode, president of the board of education of Wilmington, Del., has been made an honorary member of Delta Kappa Gamma, national honorary teacher society.

► Samuel Johnson is the new president of the school board at Denver, Colo.

► George E. Stowe has been elected business manager for the board of education of Abilene, Tex. Mr. Stowe, a graduate of Texas Christian University and Hardin-Simmons University, was formerly purchasing agent for the El Paso, Tex., schools.

► Frank Manney and Earn Julius have been re-elected as members of the board at Morris, Minn.

► Gilbert Lee has been appointed temporary acting supervisor of school buildings and grounds for the board of education of Minneapolis, Minn. He will serve in this position pending the selection of a director of buildings and grounds by the Civil Service Commission. The specifications for the new position call for training in construction engineering and ten years' experience in supervision of buildings and grounds.

► John A. Langford, of Putnam, Conn., has accepted the superintendency at East Hartford.

► Albert J. Murphy, of Plainfield, Conn., has succeeded Mr. Langford as superintendent at Putnam.

► Ralph S. Lanham, of Bluffton, Ohio, has accepted the superintendency of Ashtabula Harbor schools at Ashtabula, Ohio.

► Verne L. Pickens has been elected director of the new division of practical arts and vocational education at Kansas City, Mo. He had been director of practical arts since 1940.

► Supt. Ralph G. Brooks, of McCook, Neb., has been re-elected for a three-year term.

► Dale E. Brock, formerly superintendent of schools at Moorseville, Ind., has assumed the superintendency at Rensselaer, Ind.

► Harley J. Powell, of Mount Horeb, Wis., has accepted the superintendency at Wauwatosa, Wis., where he succeeds George Watson.

► Ronald C. Doll, who has been for three years director of guidance at West Orange, N. J., has taken on added duties in the curriculum field, devoting half time to guidance and half time to the field of curriculum. His title is administrative assistant in charge of curriculum and guidance.

► The school board of Manitowoc, Wis., honored Supt. L. H. Lamb on June 30, at a dinner given in a local hotel. He was presented with a framed scroll by Robert Lindwell, president of the board. Mr. Lamb is returning to Michigan after a six-year term as superintendent of the city schools.

► Harvey D. Jensen, of International Falls, Minn., has accepted the superintendency at Winona.

► Robert Gilchrist, formerly associate superintendent in charge of instruction at Minneapolis, Minn., has accepted the position of assistant superintendent at Pasadena, Calif. He will receive a salary of $12,500 for an 11-month term.

► James B. White, of Madison, Ill., has accepted the superintendency at Aledo, where he succeeds James C. Graham.

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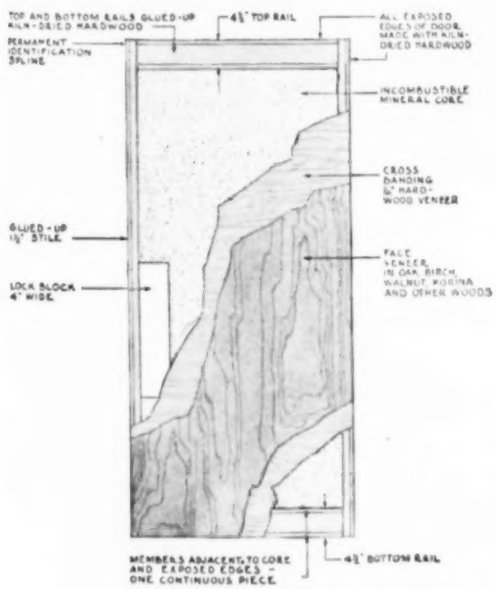
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## INDUCTING NEW TEACHERS INTO THE FACULTY

(Concluded from page 47)

membership in local, state, and national organizations. It also mentions the various parties, the annual education conference sponsored jointly with the board of education, group insurance, the credit union, and health insurance.

5. *A trip through the school building* is conducted by the principal. It gives the teacher an opportunity to see her room and learn building regulations, and it establishes the basis for classroom visitation by the principal in a spirit of genuine helpfulness.

### First General Meeting

At the first general faculty meeting, each new teacher is given a hostess who takes her to the refreshment table and introduces her to new friends. The hostess remains with the new teacher and at the end of the social period helps her to a seat in the auditorium where the general meeting is held.

One of the features of the general meeting is the "Introduction of Our New Associates." A member of the board of education usually introduces the new teachers from a list prepared by the central office. All new teachers remain standing until the entire group has been introduced, and then they receive a genuine welcome and enthusiastic applause from the "old-timers."

Because the new teachers have no direct contact with members of the board of education at the time of their employment, a tea was held before the beginning of the last school year. A social of this kind requires only an hour in the late afternoon and seems to be appreciated as much by the board members as by the new teachers and their families.

A "mixer" by the Hutchinson Teachers Association has been an annual affair for several years. This party takes the form of a square dance and a card party. It serves as a means of getting better acquainted with the new teachers, but "old-timers" enjoy it as much as the new ones. Board members are invited and some of them always attend.

### Evaluation

Any effort in the area of guidance should be evaluated, whether it be in connection with new students, new members of the board of education, or new teachers. Accordingly, L. A. Noll, the director of research, designed a questionnaire and sent it to each of the new teachers who joined the staff last year. The following summary is based on the first 25 replies received.

1. *Do you feel at home:*

a) In the school? Yes — 25; No — 0.
b) In the city? Yes — 24; No — 1.

2. *Evaluate each of the following items according to the five point scale.* A rating of *1* will indicate that little value is placed on that particular activity; while a rating of *5* will indicate it to be a very important part of the program. The other numbers on the scale may be used to indicate the various degrees of importance of the activity.

a) The letter of welcome and instructions to new teachers from Mr. Godwin . 4.8*
   1) Information on transcript of credit and additional training requirements 4.48
   2) Explanation of sick leave or absence from teaching duties . . . 4.8
   3) Explanation of local retirement system . . . . . 4.16
   4) Receiving a printed copy of the board of education policies . . 4.4
   5) Information of social activities of Hutchinson Teachers Association . 4.12
   6) Information on health insurance . 4.0
   7) Information on group insurance for local school employees . . . 4.12

3. Were you satisfied with the "get-acquainted" program? Yes — 24; No. — 1.

4. What suggestions do you have for the improvement of the whole program?

a) "Didn't meet enough new people." "Have a social mixer." "Teachers meet who have something in common."
b) "The credit union and retirement system could be explained more thoroughly."
c) Board members should attend the get-acquainted meeting."

*The numbers represent averages.

The program as a whole must have been fairly satisfactory, for 19 people out of the 25 could offer no suggestions for improvement. There were many statements like the following:

a) "I can offer no suggestions for the improvement of the program. It was very helpful to me."
b) "The help and consideration given to the new faculty members is greatly appreciated."

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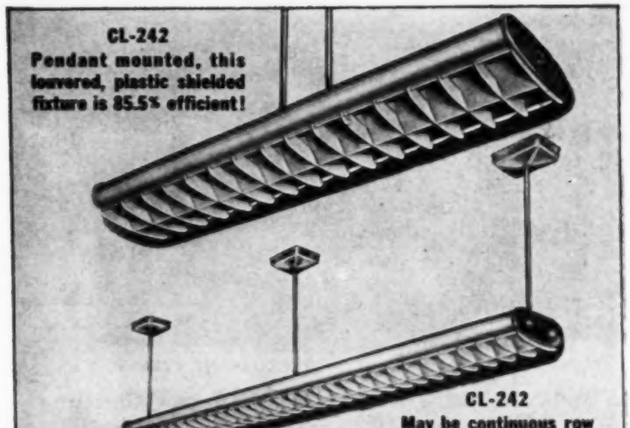
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## WHY SUPERINTENDENTS GROW PREMATURELY GRAY

(Concluded from page 30)

"I don't think much of them ideas," remarked Mr. Grumble, "I wouldn't have a chance bidding against Mr. Winn because he buys in tank car lots and my business is not located near enough to the railroad for me to buy in large quantities."

"I move that we table the matter for the time being," suggested Mr. Skinflint. The motion was carried and the problem remained unsolved. Each time the issue was brought up again it was neatly sidetracked.

Although it was past midnight, there was another matter of urgent business which offered possibilities for fireworks.

Mr. Grumble speaking: "Fellers, I've got something to bring up. Mr. Winn has been on this school board for twenty years, this fall, and he has been selling the school all the insurance they have bought for twenty years. I've been on this board five years and I ain't had a dime's worth of this business. I think it's time I got some of this gravy."

President Winn, obviously aroused, says: "Pete Grumble, all you got on this board fer was fer what you could git out of it."

"I'll admit that'so, but the same goes for you," retorted Grumble.

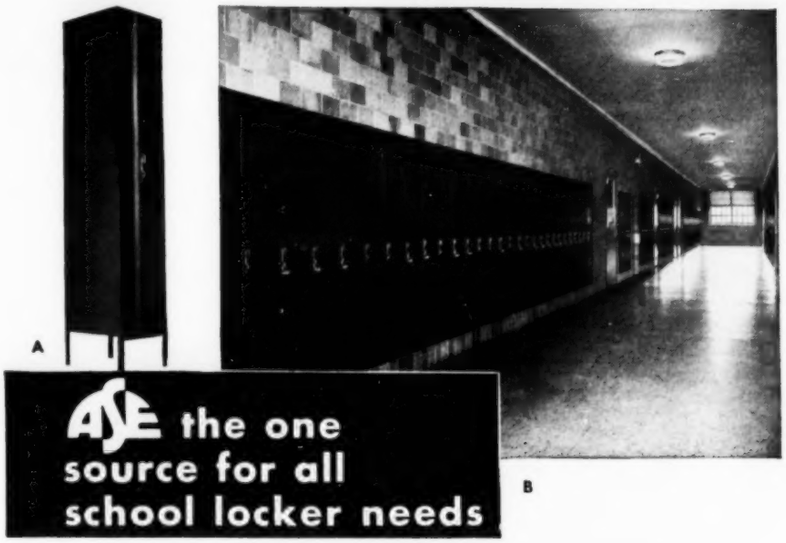
### Someone Yawned

Someone conveniently yawned and the yawning spread over the group as though it were contagious. Wright moved that the meeting adjourn. All agreed and my first board meeting at Boardtown ended without bloodshed but not without damage.

There were other board meetings similar to this one. Even though the order of business would be worked out in minute detail by the president and the superintendent, it seemed impossible to prevent dissension. One half of the board was constantly trying to "outget" the other half. When money was available to make repairs there was an inevitable squabble about who would get the contract or who would sell the supplies needed. Contractors outside the community were seldom considered.

Does this story have any application to present school problems? I think the situations suggested point to the fundamental need for more members of school boards who have a social philosophy of education — a philosophy consistent with the needs of their communities. They must possess also a strong sense of civic responsibility which puts the needs of the school, of the pupils, and of the teachers above their personal interests, their petty business gains. Finally, they must have qualities of leadership and the respect of their fellow citizens so that they may secure community approval of the progressive policies they propose for the schools.

The superintendent must also possess leadership ability and a high sense of professional responsibility. He must command the respect of the board members and he must keep them fully informed on the needs of the school. He must convince the members that his proposals are sound and deserving of their approval and co-operation. Where there is inadequate leadership in either the superintendent or the board, the school fails to grow as it should, the community suffers, and the children lose.


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| Steel Desks | Wardrobe Cabinets | Utility Racks |
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### FINANCE AND TAXATION

► Louisville, Ky. The board of education has adopted a budget of $9,276,102 for the school year 1949–50, which is an increase of $620,068 over the year 1948. Salaries of the school personnel will absorb 79 per cent of the money. Salaries for teachers and instructional personnel will reach $6,451,000, or an increase of $293,075.

► The Federal Government has spent more than 7 billion dollars educating G.I. veterans during the first five years of the G.I. bill of rights. That is twice the cost of the bill's unemployment and self-employment provisions, for which the taxpayers have been billed $3,571,000,000. Dr. Francis J. Brown, staff associate of the American Council on Education and former secretary of the President's Commission on Higher Education, stated: "What the G.I. bill has done and is doing to educate the young men of this country is unprecedented in the history of scholarship education. Its full significance won't be realized for years."

► The school board of Mason City, Iowa, has sold $400,000 in bonds, due May 1, 1950–69, with an option to 1959, to a Chicago bank, at 100.062 for 1¾s.




*Their* "DRYABILITY QUOTIENT" *is High!*

MOSINEE TOWELS absorb water fast . . . that's why their "D-Q" is high . . . they do what a towel is expected to do, and thoroughly! Then, too, they are soft to the skin, like chamois when damp. Strong, wet or dry, they don't pull apart in use. With Mosinee Towels and Mosinee dispensers you get *top-quality* Towel-service *economically!* Write for name of nearest Mosinee Towel Distributor.

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## WHO MADE THAT A IN SCIENCE?

(Concluded from page 26)

stead. Our nation seems to be looking down the same road, and we could easily reach the same end. The nation had better take an inventory of its human resources and do it quickly. During the next few years it seems likely that my own state with less than a million people will be drawn upon for a hundred and fifty million dollars as their part of the debt for the rehabilitation of Europe through the Marshall Plan. We shall pay that staggering sum because it may be unsafe to do otherwise. During the same years our institutions of higher learning will be able to offer students scholarships totaling less than one tenth of one per cent of this amount. It is a case of millions for defense abroad and pennies for preparation at home. In the atomic age we shall need all the bright young people we have. We shall need to have them prepared to their best capacity. With that we can face anyone. Without it we shall go the way of ancient Rome. The program of real scholastic education is not spectacular. The worker with test tube, microscope, or cyclotron will never appeal to the public as does the open-field runner or the bullet passer, but when the chips are down he will make or break the nation. The time is short and we had better look down the road that once great nations have traveled in the past. We had better look while we still can.

## BOULDER PUBLIC SCHOOLS UNESCO PROGRAM

(Concluded from page 46)

3. The assumption that the motives of neighbor, rival state, or rival nation, are good until the contrary is proved . . .

4. The habit of relying upon facts and things rather than upon signs and words . . .

5. The development of some gentleness of spirit such as most religious sects advocate . . ."[4]

### Lecturers Services Obtained

Importing three outstanding lecturers during each term was one of the most satisfactory ventures in the recent experience of this system. The co-operation of the University of Colorado, which is located in Boulder, and the University of Denver, limited expenses to approximately $1,000 per term. Three or more lectures were delivered by each speaker. While it would be impossible to estimate the value of the talks in terms of cost, all persons connected with the program knew that a good investment had been made.

If evidence were required to show that such small extensions to Unesco as the Boulder plan can be helpful to the master organization it was rendered clear at the Beirut conference. There it was disclosed that some thirty nations presently have commissions to promote the movement.

Unesco has provided a high light of school experience for one small city; and the plan does not lend itself to monopoly. Perhaps you would like to try it.

Our program has been relatively easy to administer and its range unquestionably broad. Many feel that obvious measurable results indicate value in the undertaking quite beyond cost. The flexibility of such a program and its ready adaptability to an almost limitless range of circumstances without loss of merit especially recommend it. Unesco holds possibilities for schools as yet unexplored.

[4] *Colorado School Board Bulletin*, Jan., 1949.

## PERSONAL NEWS OF SCHOOL OFFICIALS

► WILLIAM E. COTTLE, of Rockport, Mass., has accepted the superintendency at Tuckahoe, N. Y. He had been in Rockport since July, 1930, except for two years when he served as consultant on training with the army air forces.

► HARVEY D. JENSEN, of International Falls, Minn., has accepted the superintendency at Winona.

► ARTHUR W. KRAUSE, superintendent of schools at Grand Rapids, Mich., who retired on July 1, has been given the title of superintendent-emeritus. BENJAMIN J. BUIKEMA has succeeded Mr. Krause as superintendent for the school year 1949.

► ARTHUR J. MOTT has been elected superintendent of schools at North Attleboro, Mass., to succeed Harold T. ROW. He was formerly principal of the high school.

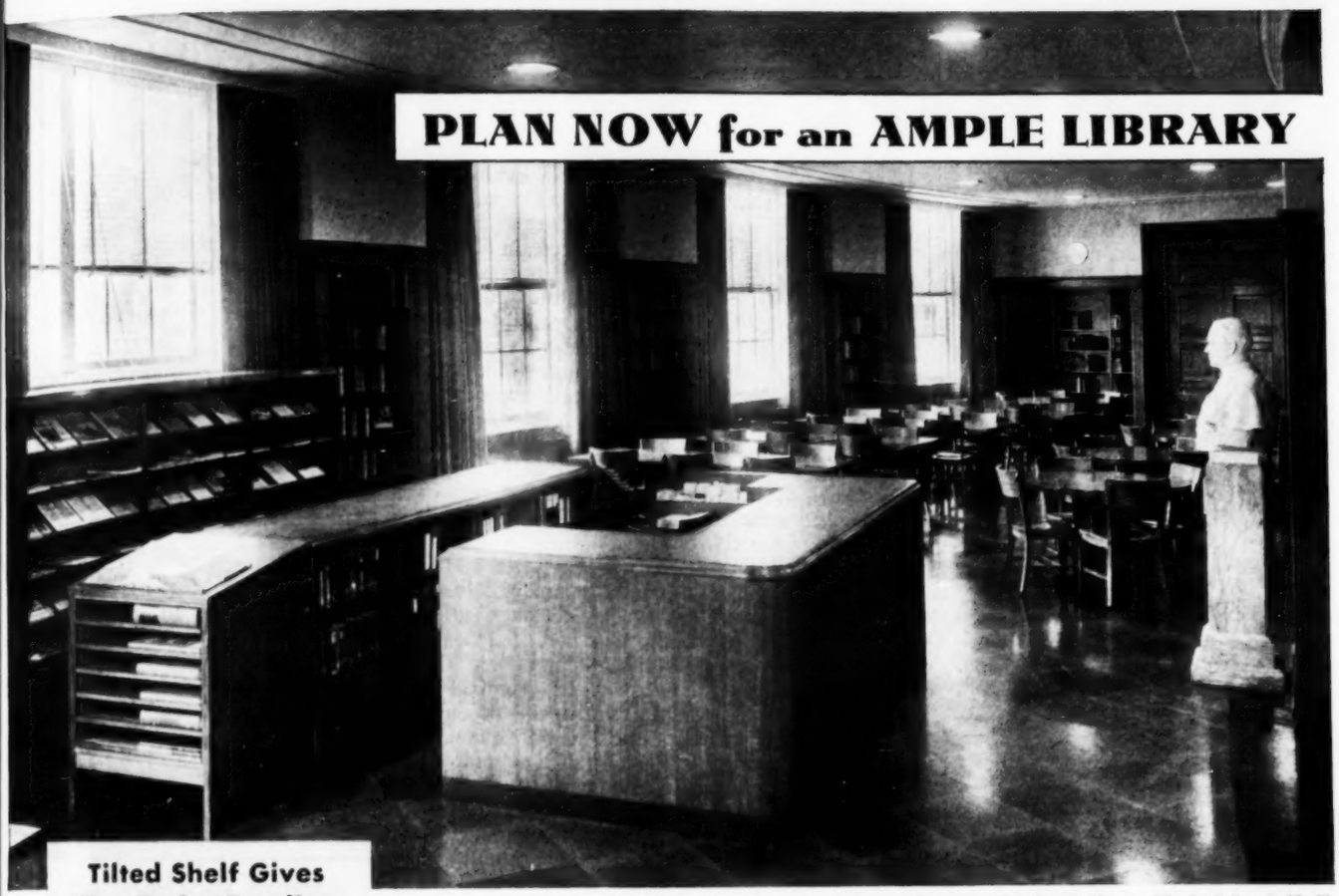
► ROBERT C. LASERTE has been elected head of the senior high school guidance department at Leominster, Mass.

► DAVIS Y. PASCHALL has been appointed State Director of Elementary Education for Virginia.

► EDGAR W. DAVIS, of Cranford, N. J., has been elected assistant superintendent of schools at New London, Conn. He was formerly guidance director at Scotch Plains, N. J.

► EDWARD CHANDLER MANNING is the new director of guidance in the high school at Woburn, Mass. He was formerly assistant professor of guidance at Boston University.

# PLAN NOW for an AMPLE LIBRARY



TREND Furniture by Library Bureau, Cardinal Hayes High School, N. Y.

**Tilted Shelf Gives You Easier Reading**



This section view of LB's new TREND book shelving shows how the tilted bottom shelf doubles the light on book titles for easier reading. A cork strip holds books firmly in place, prevents sliding.

Librarians and school authorities everywhere emphasize the growing importance of school libraries for progressive education, even at the elementary school level.

You probably are planning now for the expansion of your present facilities.

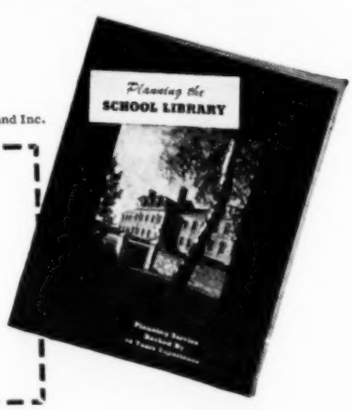
To *help you,* whether you plan a new building or the conversion of classrooms, we offer a free, 20-page booklet entitled: "Planning the School Library."

It will aid you to overcome many troublesome problems, including:

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*World's Largest Manufacturer of Scissors and Shears*


## DEGREES OF FISCAL DEPENDENCE

(Concluded from page 24)

of schools and municipal governments in the administration of the schools' finances. Moreover, there is considerable evidence to show that some city school systems which are fiscally dependent are more adequately provided for than are certain other city school systems which are supposedly fiscally independent. The important point is that whatever official is responsible for the fiscal affairs of a city school system, that official should have a sincere interest for the welfare of public education and be fully informed as to the needs of the schools. By virtue of the school board's closer contact with the problems of the school, it is likely better informed with respect to the financial needs of the schools than are the city officials.

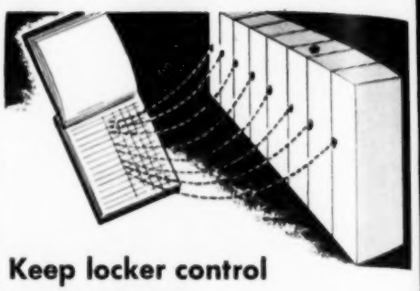
It should be emphasized that when and if fiscal dependence of the board of education has a detrimental effect on the school system, the patrons of the schools are not denied recourse in rectifying conditions.

In instances where the board of education is subordinated to municipal officials in the fiscal affairs of the schools without explicit statutory support of such subordination, the recourse of the board of education or any taxpayer is by court action. The courts have been practically unanimous in denying municipal officials the authority to interfere with the state function of public education in the absence of specific charter and statutory provisions which are constitutional.

When the laws specifically authorize municipal officials to make revisions in the budget estimate formulated and submitted by the board of education, and when the revisions are considered injurious in the administration of an adequate school program, recourse may be by exercise of the franchise. In practically every instance where municipal officials are legally authorized to exercise discretion in controlling the fiscal affairs of the schools, such officials hold their offices by the choice of the voters at municipal elections. Their obligations to the school community in making adequate financial provisions for the schools are just as great as they are for school boards in fiscally independent cities.

Finally the people, through their congressmen, have considerable control over legislation which determines degrees of fiscal independence or dependence of a local board of education. If existing statutes permit pernicious mingling of municipal officials in the fiscal affairs of the public schools, repeal of or amendments to such legislation may be sought.

► FRANKLYN W. NEVOSAD, formerly principal of the Lincoln School at Chicago Heights, Ill., has been elected assistant superintendent of schools. In his new work, Mr. Nevosad will assist teachers in classroom work and will give some time to the work of reorganizing and improving the school curriculum.

Keep locker control in your hands

Standardize on dependable Dudley Locks. Dudley's Master Chart stops delaps and "cutoffs" because it gives your office quick access to any locker.



RD-2

Write for details of the Dudley Self-Financing Plan and for folder showing Dudley's combination and master-keyed combination padlocks and built-in locks.

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**Dept. AS, Oaks, Pennsylvania (Montgomery County)**

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**RECESSED BACK PANEL — SOLID OAK**
Designed to provide comfort, an abundance of desk and drawer space. Solid white oak — 41" x 29" x 30" high. Write for complete details and prices. Now ready for shipment.

**PEABODY No. 260 Steel Movable Desks**



This is one of the most practical school seats ever designed. It is roomy, comfortable and flexible in use. Peabody No. 260 has positive adjustment of both seat and desk — silent adjustable hinges — trouble-free swivel — solid Hard Maple top. Comes in new Sun Tan color.

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**Tough and Strong as an ox.**

**No metal stampings to Pinch or Snag.**

**Wide, Comfortable Seat and Back.**

**Wide Color Choice — any Color desired on special orders.**

**Made in Regular, Intermediate, and Juvenile sizes.**




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**DUCK & RUBBER CO. Ft. Smith, Ark.**

# NEW SUPPLIES AND EQUIPMENT

## ANNOUNCE SCHOLARSHIPS

The Westinghouse scholarships for 1949–50 have been announced by the School Service Department of the Westinghouse Corporation.

A folder, which is available to high school teachers, contains descriptions of the scholarship contests, with complete details on awards, eligibility, selection of winners, conditions of awards, and method of entry.

Teachers may secure copies of the booklet through the *School Service Department, Westinghouse Electric Corp., 306 Fourth Ave., Box 1017, Pittsburgh 30, Pa.*

## NEW DUNHAM BULLETINS

The C. A. Dunham Co., Chicago, has issued a number of new technical bulletins concerning its line of heating appliances. Bulletin 634B describes and illustrates its complete line of heating appliances, including unit heaters, convectors, finned and baseboard radiation, pumps, and specialties. Bulletin 636A is devoted to the Dunham Type OT Heating Element, an extended surface radiator of finned pipe, for use where standard type radiators are not suitable. Bulletin 637A, devoted to Dunham advanced design convectors, describes and illustrates the use of these convectors.

The Dunham Company has 45 years of background and experience in the manufacture of heating systems. The firm first brought out the Dunham thermostatic radiator trap in 1903 and the Dunham equipment has been used since that time in schools all over the United States.

Complete information is available from the *C. A. Dunham Co., 400 W. Madison St., Chicago 6, Ill.*

**For brief reference use ASBJ—0801.**

## NEW BULLETIN ON ELECTRIC TYPING

A blueprint for better and increased typing production has been issued by Remington Rand, Inc., under the title, "Electric Typing vs. Manual Typing." Based on wide research, this bulletin represents an extensive study of the factors affecting modern business office procedure. It supplies factual answers to a myriad of questions on the hows and whys of more efficient office output. Every known factor affecting cost, operation, and productivity of typewriters is analyzed and discussed in detail.

A copy of the pamphlet may be obtained by writing to the *Utilization Department, Typewriter Division, Remington Rand, Inc., 315 Fourth Ave., New York 10, N. Y.*

**For brief reference use ASBJ—0802.**

## NEW "MULTI-TIER STEEL BOOK STACKS" PAMPHLET

A new pamphlet of interest to school librarians, school architects, and engineers is a bulletin entitled "Multi-Tier Steel Book Stacks," issued by Remington Rand, Inc., New York, which contains data on planning installations, together with tables for estimating weight loads and area measurements. Other subjects covered are shelving, book capacity, ranges, height, deck floors, ventilation, stack carrels, lighting, and booklifts.

A copy of the pamphlet may be obtained by writing to the *Library Bureau, Remington Rand, 315 Fourth Ave., New York 10, N. Y.*

**For brief reference use ASBJ—0803.**

## WESTINGHOUSE INDIRECT-LITE LAMP BULB

The Westinghouse Lamp Division, Bloomfield, N. J., has announced a new 150-watt, white, indirect-lite lamp, with an output of 2100 lumens. The lamp, which is the same as the standard R-40 bulb reflector spot and flood lamps, except for length, has a density that diffuses light from the side of the bulb, and can be used to convert most medium screw-socket portable lamps into the modern "higher lighting" level variety.

The lamp incorporates a collector grid between the filament and the bowl of the bulb. The grid serves to catch the blackened tungsten deposits which otherwise would collect on the inside of the bulb and lower the light output. The collector grid minimizes this effect and insures a better light output throughout the life of the bulb.

Complete information and prices are available from the *Westinghouse Electric Corp., 306 Fourth Ave., Pittsburgh 30, Pa.*

**For brief reference use ASBJ—0804.**

## NEW B-C SCHOOL BUYERS' GUIDE TO SCHOOL EQUIPMENT AND SUPPLIES

Beckley-Cardy Company has announced its new School Buyers' Guide to Equipment and Supplies for the 1949–50 school year. This book, which is planned to be of value to every school official — from the president down to the buyer of janitors' supplies — lists school equipment, supplies, and fittings, as well as teaching aids, and workbooks. The book lists special quantity prices and special discounts for cash with order.

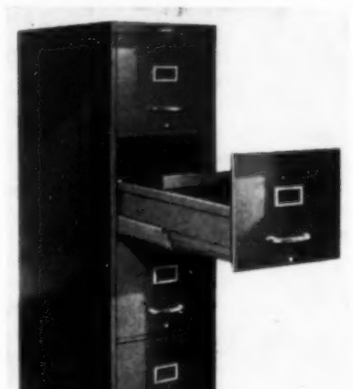
A copy of the catalog is available by writing to the Beckley-Cardy Co., at 1632 Indiana Ave., Chicago 16, Ill.

**For brief reference use ASBJ—0805.**

## NEW ALL-STEEL 7000 LINE FILE

The All-Steel Equipment Company has announced its latest product, the 7000 Line Filing Cabinet, which has received wide acclaim from the trade. This new cabinet is of high quality and is priced competitively.

The cabinet is manufactured in two, three, four, and five-drawer styles for letter and legal sizes. Increased capacity is insured as a result of greater



**The new All-Steel Equipment Company's four-drawer vertical file.**

28-inch depth. Each drawer accommodates 26½ lineal inches of filing space, or 106 inches per four-drawer file. Rigid frame construction, sturdy drawers, smoothly-operating cradle suspension, attractive hardware, and modern design are important features of this new file.

Complete information and prices are available from the *All-Steel Equipment, Inc., Aurora, Ill.*

**For brief reference use ASBJ—0806.**

## PASSING OF CARL J. PRINZLER FIRE DEVICE INVENTOR

Carl J. Prinzler, inventor of the Von Duprin fire exit device, and a director of the Vonnegut Hardware Co., Indianapolis, Ind., died in the hospital on May 31, at the age of 78.

Mr. Prinzler was the designer and for many years the directing head of the manufacture and



**Carl J. Prinzler**

sale of the Von Duprin products of the Vonnegut Hardware Co., and was the inventor of the Von Duprin self-releasing fire exit device, now in common use in schools, educational institutions, and public buildings.

Born and reared in Indianapolis, Mr. Prinzler was engaged with the Vonnegut Hardware Company in various capacities prior to the production of the Von Duprin fire exit release, which was started in March, 1908. Starting as a boy, he had worked his way up to manager of the company's building material and art-hardware department in 1895. He became a stockholder in the company in 1908, and had been a director since 1910.

Mr. Prinzler is survived by a daughter, Mrs. Virginia Prinzler Gesing, a brother, and a sister.

## NEW DICK STENCIL SHEETS

A complete new line of A. B. Dick stencil sheets, designed to meet modern office requirements, has been announced by the A. B. Dick Co., Chicago. The sizes of the stencil sheets range from 4 by 8½ inches to 12½ by 22 inches, and the wide price range permits low-cost reproduction of as few as five to six copies as well as hundreds or thousands of copies.

Of the ten types of stencil sheets, three are blue, five are yellow, and two are of a new eye-ease green color. Both the blue and yellow in legal and letter sizes are obtainable in satin finish low-glare film cover. A special white-coated cushion is provided for blue stencils, and a black-tissue cushion for the yellow and eye-ease green. Both types of cushion provide a high degree of visibility for typing and proofreading and are intended to reduce typing fatigue. The yellow stencil sheets are for typing and handwriting, and the green for illustrations and forms, as well as typed copies.

The A. B. Dick Company manufactures four special stencil sheets for reproduction of 4-page folders, 2-column and 3-column bulletins and newspapers, handwriting, and labels.

For complete information write to the *A. B. Dick Co., 720 West Jackson Blvd., Chicago 6, Ill.*

**For brief reference use ASBJ—0807.**

### NEW RS PHONOGRAPHIC AUDIOMETER

The Maico Company has announced its new RS Phonographic Audiometer for school use, and its D-8 Simplified School Model Audiometer.

With the use of these devices greatly improved




D-8 Simplified School Model Audiometer.

hearing tests are possible in every school system. For the first time, a satisfactory sweep check by pure tone can be quickly and efficiently made of large student bodies. This is simply accomplished by coupling a Maico pure-tone audiometer (Model D-8 or D-9) with the standard group testing equipment. For schools lacking earphone installations, the firm supplies an RS group phono-



RS Phonographic Audiometer

graphic audiometer. Groups of 20, 30, or 40 can be quickly tested, their papers graded, and further testing screened, all within 17 minutes. The pure-tone method has been found to be both faster and more accurate than the familiar "fading numbers" test.

For complete information write to the *Maico Company, Inc., Minneapolis, Minn.*

**For brief reference use ASBJ—0808.**

### NEW BASKETBALL COACHES' DIGEST

Huntington Laboratories, Inc., has announced its 1949–50 *Basketball Coaches' Digest*, which gives details on fundamentals, advanced techniques, and training. It contains a digest of articles and records, together with diagrams and photographs, which will be of interest to coaches and trainers.

A copy of the Digest is available at 25 cents. Write to the *Huntington Laboratories, Inc., at Huntington, Ind.*

**For brief reference use ASBJ—0809.**

### NEW 75-WATT LAMP IN AN A-19 BULB

Sylvania Electric Products, Inc., has announced a new 75-watt inside, frosted, general lighting lamp in an A-19 bulb to replace the former 75-watt, A-21 lamp. The new lamp utilizes a coiled-coil filament in place of a single coil, which permits a smaller physical size of the lamp, and insures a higher initial light output and reduced storage space. The lamp is an improvement resulting from the trend in the lamp industry to smaller bulb sizes for incandescent lamps.

Complete information is available from *Sylvania Electric Products, Inc., Salem, Mass.*

**For brief reference use ASBJ—0810.**

# Advertisers Products and Services

**Advertisers in this index are given a code number in addition to the page number on which the advertisement appears. Refer to the advertisement for product or services available. Write direct to advertisers or use the coupon in requesting information from a number of advertisers..**


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**THE AMERICAN SCHOOL BOARD JOURNAL** 1949
**540 North Milwaukee St., Milwaukee 1, Wis.**
**Please send information offered in the advertisements we have encircled**

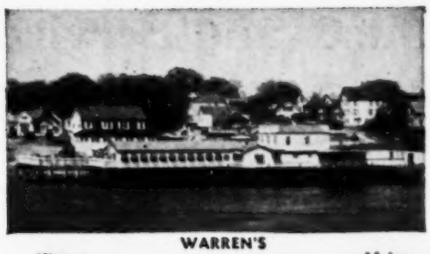
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Winona Minnesota

# Health Habits are Formed in the Classroom

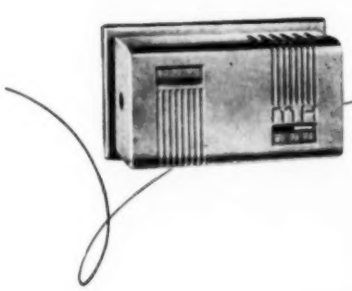


WHERE IS A BETTER opportunity afforded for development of uniformly high health standards, than in the classroom? There is ample evidence to show how educators have responded. Proper habits of diet, oral hygiene, correct seating for good posture, scientific lighting for better vision—all are examples.

Controlled atmosphere—healthful temperatures, correct humidity and adequate ventilation—presents an opportunity to mold other vitally important health habits. Authorities have demonstrated that to be mentally alert and responsive children require an even, low temperature because their basal metabolism is higher than that of adults. Overheating produces definite physical reactions. Headaches and drowsiness are symptoms. The result is a dull, listless class.

Such an environment is not only a handicap to both the teacher and students, it is actually detrimental to good health habits. A classroom that is too warm encourages unhygienic practices and everyday cleanliness is difficult to maintain.

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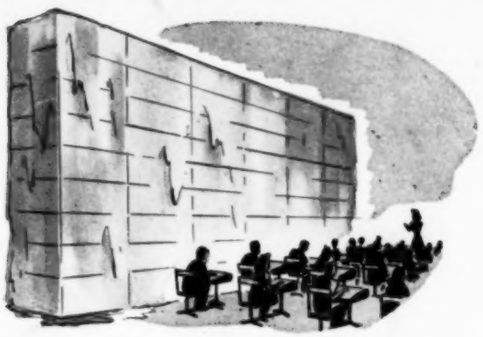


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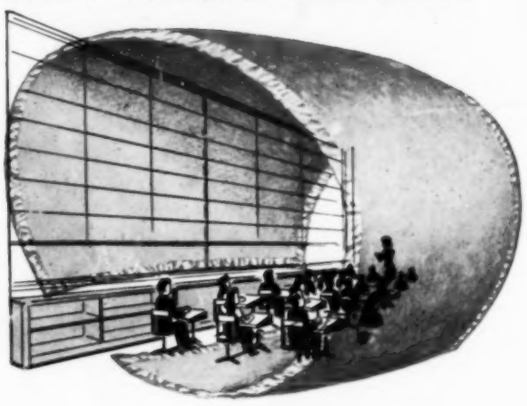
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